

LAW ENFORCEMENT NEWS

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IN THIS ISSUE

NewsBriefs	2
Milwaukee Reaches Tentative Pact with Police Union	3
N.Y.S. Juvenile Record Laws Criticized by Top Officials	3
Drunk Driver Programs Fail to Produce Results	4
Supreme Court Briefs	5
Canadian Police To Implement Computerized Print System	6
Lost Cigarette Revenues Prompt "Buttlegging" Crack Down	7
Interview: English Chief Constable Lawrence Byford	8
Interview: Asst. Chief Constable H.V.D. Hallett	9
Criminal Justice Library	11
Counselor At Large	12
Job Lines	14
Upcoming Events	15
New Products	16
Burden's Beat	16

Boston Police Report Charges Downtown Cops With 'Gross Incompetence and Corruption'

In one of his final actions as Boston police commissioner, Robert J. di Grazia has released a Special Investigations Unit report that accuses certain department personnel with "gross incompetence and corruption."

The 572-page report charges that police in the District One downtown area virtually ignored rampant illegal gambling and illicit sexual activities while consorting with or disclosing confidential information to alleged organized crime figures.

Following the release of the report last week, Joseph M. Jordan, who was sworn in as police commissioner on November 15, called the document "a useful tool in evaluating the command staff and for holding them accountable for their actions."

"The report of the Special Investigations Unit on conditions in Police Area B in 1975 indicates that there were serious



Former Boston Police Commissioner

Robert di Grazia leadership and management problems," Jordan said. He added that his command staff would be held 'accountable for the

delivery of police services."

The result of a 33-month probe by di Grazia's handpicked Special Investigations Unit, the report charged that District One officers engaged in a variety of abuses. In a somewhat bizarre disclosure, it severely criticized Deputy Superintendent Joseph Saia for personally directing traffic and authorizing a police escort in the funeral procession of the mother of Gennaro Anguillo, an

Continued on Page 5

Gun Control Bill Swamped by 3:1 In Mass. Voting

A proposed Massachusetts bill which would have severely limited the ownership of handguns in the state was overwhelmingly defeated in an Election Day referendum.

Those who opposed the ban argued that it was too broad in scope, and their well-funded campaign evidently convinced the public, who voted almost 3 to 1 to defeat the proposal.

"The handgun bill defeated itself," said J. Warren Cassidy, president of the Gun Owners Action League. "People, whether they owned handguns or not, recognized that the proposed bill was so sweeping that it left them with no options."

The campaign in support of the proposed handgun ban was led by Middlesex County Sheriff John J. Buckley who promised to continue the effort. "The gun lobby has won one round, but the struggle for peace has just begun," he said. "While we have lost this election we have raised the awareness of the public."

Robert J. di Grazia, the former Boston police commissioner, was disappointed by the voters' decision. "Massachusetts citizens have lost an opportunity to reduce the level of violence in their state," he declared.

di Grazia, who was recently named Chief of Police in Montgomery County, Maryland, had worn an anti-handgun button on his lapel throughout the campaign, and he spoke out vigorously in favor of the bill.

Opponents of the measure had argued that it was ineffective as a crime control device and would have cost the taxpayers more than \$100 million to enforce.

One of the more prominent opponents of the bill was Richard McMahon, the president of Smith and Wesson. He recently announced that his company would support a federal gun owner licensing program, claiming that it would protect citizens' rights and also serve to deter crime.

Election Aftermath: Carter Win Seen Bringing Changes in Federal Anti-Crime Policy, LEAA

By RICHARD H. WARD

The election of Jimmy Carter portends several major changes and shifts in philosophy that will affect the criminal justice system in the United States. While it will take some time to implement many changes, there are others that will probably occur in the early months of the Carter Presidency.

Carter's selection of an Attorney General will be a major key to future predic-



President-elect Jimmy Carter

his first term. Most observers agree that any appointments will probably strengthen the Burger Court's position on issues related to criminal justice.

Streamlining The System

No doubt, some efforts will be made to streamline the Federal criminal justice bureaucracy, which will also take time and which may prove difficult, if not impossible.

The Attorney General's office is likely to launch a major effort against white collar crime and antitrust activity. Organized crime will continue to be a major target, but look for some new and broader definitions.

There may be some changes in the

efforts to control narcotics and dangerous drug trafficking, but much of what happens will depend on who is named to head the Drug Enforcement Agency.

LEAA Faces Overhaul

Carter's criticism of the Law Enforcement Assistance Administration will, no doubt, prompt some major position and policy changes. Harvard professor James Q. Wilson is likely to play a role in the selection of a new LEAA head.

A major thrust of LEAA under a new administration will definitely be in funding more programs aimed at crime and delinquency in the inner cities. Juvenile delinquency will be a high priority item, with almost 20 percent of LEAA funding in this area.

While some emphasis will be on social programs, one can probably also look to a strong research and evaluation commitment. Look also to greater emphasis on management and, in some areas, support for programs aimed at career criminals. Most of Carter's criminal justice advisors favor taking a hard-line approach when it comes to multiple offenders.

Crime In The Streets

The mood of the American public is hostile when it comes to crime in the streets, and the Carter "think tank" will focus on this as a primary policy issue.

Buoyed by a critical stance in Congress, the Carter administration will likely strike hard at the LEAA bureaucracy, but most observers agree it will take some time to effect major changes at regional and state levels.

NEWS ANALYSIS

tions; those most frequently named as possible candidates are Judge Griffin B. Bell of the 5th U.S. Circuit Court of Appeals and Robert M. Morgenthau, Jr., a former U.S. Attorney in New York and currently District Attorney of New York County (Manhattan). Bell, who is a close friend of Carter's political advisor, Charles Kirbo, appears to have the inside track.

Whether or not FBI Director Clarence Kelley will be retained is still questionable, even though he does have the strong support of the International Association of Chiefs of Police. Named most frequently as a successor to Kelley is Patrick V. Murphy, President of the Police Foundation and former New York City Police Commissioner. Carter had declined an invitation to address the IACP Conference in Miami in September, which may be a clue.

Little change can be expected in the Supreme Court, where Carter will probably appoint no more than two justices during

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FBI White Collar Crack Down Yields Record 4,600 Convictions

Increased FBI efforts to track down white collar criminals has produced a record 4,600 convictions in fiscal year 1976, according to a recently released bureau report.

The figure represents a 400 percent increase in white collar convictions over the previous 12 months. The bureau said that fines, savings and recoveries of misused funds totaled \$208 million for the year, an \$11 million increase over fiscal 1975.

Stepped-up FBI investigations uncovered financial rip-offs that included land frauds in Arizona, forged securities in Missouri, industrial spying in Illinois and short-loadings of grain in Louisiana, the bureau reported.

To escalate its crack down on the white collar criminal, the bureau said it was placing more emphasis on special agents who are also accountants. The report noted that about 165 agent-accountants had been recruited since the beginning of the year, bringing the total to 800.

One bureau project focused on fraud in Federal housing projects, the report said. Task forces concentrated in 28 major metropolitan areas obtained indictments against 800 persons, more than 500 of whom have been convicted.

State University of New York Establishes CJ Study Center

A center for the study of law enforcement problems as identified by municipal, county, state and national criminal justice agencies was recently established by the State University of New York at its Utica/Rome campus.

The Center for Rural and Urban Crime Studies (CRUCS) will operate within the college's Division of Health Sciences and Public Services which is headed by Dr. Edward J. Sabol.

"The center exemplifies the college's commitment to public service already reflected in our Continuing Education Division's activities and included as a major concern of the State University," Sabol said.

Dr. William R. Kunsela, president of the college, noted that CRUCS's development was prompted by the response of area law enforcement personnel to college-sponsored programs which examined rape and executive training. "Our new center will provide a clearinghouse to which other issues in criminal justice may be referred," he said.

Thomas J. Ward has been appointed as executive director of the center. He will be assisted by Melvin Wallace who will act as the center's program consultant.

CORRESPONDENTS WANTED

Law Enforcement News is seeking state correspondents to write stories dealing with topics of interest to the criminal justice community.

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and by Martin F. Horn, who will serve as CRUCS publications editor. The three are full-time members of the college's criminal justice faculty.

Plains, Georgia Officials Ask State For New Police Department

Officials of Plains, Georgia recently asked the State Crime Commission to finance a four-man police department which would deal with problems attendant to the town's new status as President-elect Jimmy Carter's "Little White House."

The request for the full-time force, which would replace the town's watchman, is coupled to other bids for the community's first traffic light and for a town parking lot.

Maxine Reese, who runs Carter's Plains' office, said that new hotels and offices would be needed immediately, but that it was unlikely they would be built in the President-elect's home town which has a population of 684. She noted that two major hotel chains had taken options on land in Americus, 10 miles away.

"Someone said we've gained a President and lost a town, which in a lot of ways is true," she said. "You can't ever go back - no way."

Meanwhile, Plains is enduring downtown traffic jams, and traffic is being measured electronically so the town can qualify for a state-financed traffic light at the town's busiest intersection.

"Jimmy says it will be his Little White House," said State Senator Hugh Carter, the President-elect's cousin and owner of several businesses. "But I can't see any big changes in the city limits. We value the historic value of the town."

Florida H.P. Weight Control Program Reduces Trooper Poundage

The Florida Highway Patrol has reduced the weight of its force through a trooper weight-control program which was instituted last year.

"During the past year the Patrol has had a get-tough policy for overweight troopers and as a result we have experienced a substantial improvement for nearly everyone in their appearance and physical condition," Patrol Director Colonel Eldridge Beach said recently.

At the start of the program, Patrol figures indicated that 260 out of 1,200 troopers were overweight. However, at the most recent trooper weigh in, only 199 were overweight and most of those had almost reached their required weight.

Beach, a strong physical fitness advocate, warned of the dangers of obesity. "Statistics have shown that police officers are prone to heart attacks due to stress," he said. "We also know that obesity helps bring on heart problems and it is our desire to keep the troopers in good physical condition so that they may perform their duties more efficiently."

Patrol troopers begin their careers with a 13-week recruit school training program at the FHP academy which includes a

two-mile run every morning. Most troopers stay trim until they begin regular patrol duties, Patrol officials said. They must sit in a patrol car almost eight hours a day and are inclined to gain weight if they do not maintain a personal physical fitness program.

ACJS Committee Continues Massive Accreditation Program

A Committee of the Academy of Criminal Justice Sciences (ACJS) recently held a two-day meeting to continue work on implementing what one committee member has called "the most massive accreditation effort in the history of U.S. education."

ACJS's Accreditation and Standards Committee met in Dallas early this month to further its ongoing task of formulating procedures and creating documentary instruments for use in the accreditation process. The work is being done in close liaison with the Council on Post Secondary Accreditation (COPA).

COPA is the national group which publicly designates reputable and responsible accrediting bodies and insures that they maintain high standards of performance. ACJS is actively seeking COPA recognition.

According to an ACJS spokesman, there are approximately 1,000 college and university criminal justice programs in the country. "Until the Academy began its efforts in 1975, no organization had set standards and sought recognition as the national accrediting body for these programs," the spokesman said.

LAW ENFORCEMENT NEWS

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Milwaukee Cops Give Assent To New Two-Year Contract

Milwaukee officials have reached a tentative settlement with the city's police union which will give union members a four percent raise by the end of 1978.

The agreement represents the first time the city and the Professional Policemen's Protective Association (PPPA) were able to agree on a contract through negotiations. The two-year pact was arrived at after 27½ hours of round-the-clock mediated bargaining.

The contract provides raises totaling 65 cents per hour, boosting the average wage of PPPA members to \$8.20 an hour by the end of the contract period. Officials estimated that the pay hikes would cost the city an additional \$1 million for the first contract year.

Chief city negotiator James J. Mortier said he expected the terms of the agreement to set a "top pattern" for settlement with the city's fire fighters and other large municipal unions whose contracts run out at the end of this year. Previously, the PPPA had generally achieved a better salary raise than other area public employee unions.

The 1,800 member police union is expected to vote on the pact sometime this week, and Mortier said he would present the contract to Milwaukee's Common Council for ratification at its next meeting.

Although the exact terms of the agreement were not officially disclosed, a Milwaukee Sentinel report outlined some contract conditions obtained from "a knowledgeable source."

The newspaper reported that PPPA members would receive a 30 cent per hour raise in the first year of the contract and a 35 cent per hour raise in the second year. The union was originally seeking a 54 cent per hour raise in a one year contract, which would have amounted to a flat seven percent increase.

Sources also said that the contract provides more liberal sick leave rules,

broadening instances when policemen would be allowed to leave their homes while on sick leave.

An increase in police gun allowances was also granted by the pact, sources said. Under the old contract, police were paid \$150 a year for carrying guns while off duty. They had requested an increase to \$365 annually.

According to one city official, a departmental regulation which forbids moonlighting by police officers has been amended by the contract to allow cops to work at outside jobs eight hours a week.

Reportedly, there were no major changes in pension benefits, however, the city did agree to calculate the benefits on the higher base salaries provided by the new contract.

One participant involved in the negotiations said the agreement was reached about 12:30 p.m. on November 5, a half hour after the fourth extension on the present contract had run out. "At noon, I thought they probably would go to arbitration," the participant said.

Another observer noted that cost and time required by arbitration were the two main reasons why the agreement was reached at the bargaining table. Two years ago, it took more than a year and cost \$200,000 to obtain an arbitrator's decision on a police contract.

As soon as the current settlement was reached, PPPA President Robert Kliesmet cancelled a moratorium on parking ticket writing by union members. The ban had been imposed as a pressure tactic which reportedly cost Milwaukee \$85,000 in lost fines.

A stalemate on the moonlighting and sick leave issues was settled a day before the contract was finalized. City bargainers held a meeting with Police Chief Harold A. Breier who apparently gave his consent to the contract's more liberal standards.

LEAA Mounts Cooperative Plan To Cut Violence in Schools

A two-pronged attack on crime and violence in the nation's schools will be initiated by the U.S. Office of Education under an interagency funding agreement with the Law Enforcement Assistance Administration, according to a recent LEAA announcement.

The \$3.2 million program will utilize students to develop strategies to combat school crime and will train groups of educators, law enforcement personnel and citizens to reduce violence.

LEAA Administrator Richard W. Velde noted that the project will help fill a security gap in the nation's schools. "Few schools or school systems have the knowledge and skill to design and implement effective programs to reduce crime on their own," he said.

"That is why this cooperative venture between LEAA and the Office of Education will be so valuable to communities in providing a wealth of resources and experience in their battle against crime, alcoholism, drug abuse, violence, and

disruption in the schools," Velde added. "The success of this demonstration project hopefully will allow the program to be continued and expanded."

The first part of the project will be carried out by the Office of Education's Alcohol and Drug Education Program, utilizing \$1,233,000 of the grant. A school team approach will be applied to the problems of school crime and disruption.

Alcohol and Drug Education personnel will provide training and technical assistance to seven-member teams from 80 selected schools throughout the country. Each team will be composed of an administrator, teacher, counselor, school security officer, a representative of the local juvenile justice system, and two community members, one of which will be a student or other young person.

The teams will examine strategies for reducing school violence which have been successfully employed in other districts.

Continued on Page 7

Cocaine Test Plan Dropped, Judge Cites Circus Atmosphere

A Massachusetts judge who recently volunteered to test the ill-effects of cocaine in a drug possession case has decided not to go through with the experiment because he claims that the proposed test "has taken on the dimensions of a circus act."

Roxbury District Court Judge Elwood McKenney said he would announce his decision in the case without experiencing the drug. "I feel that it will be impossible for the result to be meaningful, and I am, therefore, canceling the experiment," he explained.

McKenney had agreed to the test in order to personally determine whether

cocaine is as harmful as it is regarded under Massachusetts law.

Before the experiment was aborted, the judicial machinery had already been put in motion for McKenney to carry out his test. Chief Justice Samuel J. Zoll, who heads the state's district court system, had asked the judge "to submit to me his opinion on the legality of the test so we can evaluate it."

"We both share concern about the legality of what he is attempting to do," said Zoll after a telephone conversation with McKenney. "He doesn't want to participate in anything violative of the law."

"He is trying to determine whether under some controlled circumstance he would be insulated against a criminal violation," the Chief Justice added.

McKenney offered to conduct his test during the trial of Richard Miller, a 36-year-old Dorchester man, who is accused of possessing \$20 worth of cocaine. Miller's attorney, Joseph S. Oteri, contended at the two-week-long trial that Massachusetts statutes against possession of the drug were unconstitutional because cocaine "is essentially harmless and not addictive."

Oteri studied federal and state laws to determine a legal way for McKenney to experience the drug. He had also contacted officials at Harvard Medical School where McKenney had originally suggested that the experiment be performed. "We want to set up a medical setting with a physician there if it can be done legally," the attorney said.

Another defense lawyer, James Lawson, had arranged with an associate professor of New York Medical College and a director of the school's Division of Drug Abuse, Research and Treatment, to perform the experiment before McKenney had called it off.

McKenney's test was expected to have an effect on Massachusetts judicial procedure. "If it is not an illegal act, then the next question is one of the policy to be determined about the impact on the entire district court system," Zoll had declared. "There is a broader question involved here in terms of the entire system."

New York State Officials Rap Confidentiality Of Juvenile Records in Wake of Bail Jumping

New York State laws that prevent criminal courts and law enforcement officials from examining juvenile arrest and conviction records have been sharply criticized by both state and New York City officials in the wake of a bail-jumping case involving a 19-year-old robbery defendant who had a long background of juvenile delinquency.

State Senator Ralph J. Marino, chairman of the Senate's Committee on Crime circumvented the rules of confidentiality on Family Court records to disclose that the defendant's arrest sheet had included the alleged murder of a 92-year-old man. He added that the statutes had prevented bringing the records to the attention of a judge in Criminal Court.

The judge had set a cash bail of \$500 for the defendant, Ronald E. Timmons, in his latest arrest for robbing and beating an 82-year-old woman in her Bronx apartment.

Marino and committee counsel Jeremiah McKenna said that they received Timmons' case history as part of a citywide survey of robbery and homicide arrest drawn from Family Court and police records, which is being used to prepare a future report.

The Senator charged that Timmons "has been in and out of state training schools since the age of eight," and "he was

known to the police and the juvenile authorities as a cruel predator of old people."

In a later news conference, two top city officials called on Governor Hugh Carey and the state Legislature to support a bipartisan effort to repeal the confidentiality statutes that pertain to juvenile records. They noted that the laws "severely hamper the Police Department and the courts throughout the city in their attempts to put a halt to the increase in juvenile crime."

Bronx Borough President Robert Adams and former Assistant Chief Inspector Anthony Bouza, who was then the top police official in the Bronx, cited the Timmons case as an example of the need to examine Family Court documents.

"Judges are now operating in the dark," Bouza declared. "If you don't have the information you need, it's difficult to function. Having judges function in the dark in this day and age is ridiculous."

"We have to swing the pendulum a little and tighten up the criminal justice system," Bouza continued. "What suited our society in the 1950's doesn't suit it in 1976."

Both Bouza and Abrams noted that state laws mandate that all Family Court records relating to arrests and convictions

of juvenile offenders be sealed and kept secret, not only from the public, but from law enforcement authorities and the criminal courts as well.

"It is not only the courts, but also the police and the district attorneys whose attempts to deal with juvenile crime are crippled by these statutes," they said.

The two officials also contended that juvenile offense records contain essential information that judges must have if they are to be able to set proper bail for a juvenile offender or for an adult with an extensive record.

"I am convinced that the absolute number of violent juveniles is not enormous," Bouza said, "but the Police Department needs to be freed from the statutes which create needless obstacles to our efforts to get these predators off the streets."

Senator Marino had earlier asserted that he would push for passage of a law that would at least make it possible for an arraigning judge to "consider a long juvenile history of crimes against the elderly when determining bail for the very same crime."

According to committee counsel McKenna, Timmons had five cases pending in Family Court - whose jurisdiction extends to defendants who are 16-years-old

Continued on Page 5

Hostility, Alcohol and Driving: A Lethal Combination

By RICHARD ZYLMAN

Despite stepped-up efforts, the DWI (driving while impaired or intoxicated) enforcement programs are failing to reduce the number of serious and fatal crashes.

Each International Congress on Alcohol, Drugs and Traffic Safety has signified new accomplishments in developing techniques to identify, arrest, and test the alcohol-impaired driver, and each conference brings to light new problems which have developed because those new techniques did not accomplish their intended purpose.

The elusiveness of the high-risk "killer drunk" is apparent in the lack of dramatic results from recent comprehensive countermeasure programs in the United States. Twenty-nine areas were selected for concentrated, community-centered, federally-funded Alcohol Safety Action Programs (ASAPs) designed to dissuade persons from drinking to excess before driving. Those projects, each of which cost in excess of \$1 million, involved special training for police, prosecutors, judges, and community leaders, as well as widespread public education programs. Stepped-up police patrols and screening and rehabilitation programs have also been instituted. Such programs have

now been operational for two years. In spite of massive increases in arrests and prosecution, no important and lasting changes can be seen.

In an evaluation of those ASAP programs, officials cautiously attribute a small decrease in nighttime fatal crashes to the countermeasure programs. Although it may be believed by some that this meager improvement in the fatal crash situation is a result of the vastly increased enforcement programs, that is not the case.

It is stated in the official DOT evaluation report, "The overall relationship of arrest activity... vs. changes in fatal crash data for the projects yielded no statistically significant results." "... an analysis of arrest data per licensed driver shows that seven of the ten projects with the highest arrest rate still reported an increase in fatal crashes. In addition, five of the ten projects with the largest increase in arrests still reported increases in fatal crashes." Actually, a close examination of the data reveals that the converse was also true; there was a decrease in fatal crashes in those areas with the smallest increase in arrests. Overall, however, the officials statement is correct: "There is no evidence of a relationship between alcohol-

related arrest activity and the change in level in nighttime fatal crashes."

Where Did We Go Wrong?

Part of the reason why progress cannot be measured is that the problem has been exaggerated. Statements to the effect that alcohol is involved in 50 percent of all traffic deaths are usually based on incomplete and biased data. The studies on which the "50 percent" figure is based, as a rule, consist of a collection of information about people who were killed in auto crashes rather than a systematic random or consecutive selection of data. Such studies include only 50 to 70 percent of all traffic fatalities in a given area. Closer examination of the data reveals that those killed in the nighttime or in single car crashes and who are between 18 and 60 years old are much more likely to be tested for alcohol than those killed in the daytime, in multivehicle crashes and who may be younger than 18 or older than 60. Thus, if those most likely to have been drinking are most likely to be tested for alcohol, it is no wonder that a high proportion of those tested have high BACs (blood alcohol concentrations). Yet, this is the kind of information on which the "50 percent" figure is based.

In addition, that "50 percent" figure is based on a preconception that anyone who is involved in a collision after having a drink is automatically at fault and, conversely, that anyone who had not been drinking is innocent and that such "innocent" persons are frequently killed by drunks. The truth of the matter is that (1) drunk or sober, the responsible party is more likely to be killed in a crash, (2) that not all accident-involved drinking drivers are responsible for the crash in which they died, and (3) that more than seven out of ten of all sober drivers killed are responsible for their own death. My recent review of the literature reveals that the number of traffic deaths that may involve alcohol in some causal fashion may be closer to 30 percent than to 50 percent.

Thus, a major reason why progress cannot be shown against the alcohol-related fatal crash problem is that the magnitude of the problem has been inflated. It is most difficult, if not impossible, to measure the effects of a countermeasure program if the problem toward which it is directed, at least in part, does not exist.

The Wrong People Arrested?

At this point we might ask why, with such massive enforcement programs in which as many as three out of every 100 licensed drivers might be arrested for DWI in any given year, there is not an important impact on the traffic death.²

The official evaluation report gives another part of the answer: "A remaining analytic task is to relate the profiles of drivers arrested to those fatally injured and to those both successful and unsuccessful in rehabilitation programs. This is an extremely important task since it may be that the type of person arrested is not the type of person heavily involved in fatal crashes." In other words, we are not even certain that we are arresting and prosecuting the "right" persons.

Unfortunately, the above mentioned evaluation was not available when the federal government embarked on its ASAP programs. It had been widely assumed that all persons who drink to excess are equally likely to be involved in such a serious crash. Alcoholics in particular have been singled out to be identified and gotten off the road until "cured." This campaign reached a feverish pitch when the acting director of the National Highway Safety Bureau appealed to Congress for funds to support the ASAP programs. He is quoted as saying, "While the alcoholic is a sick person, the alcoholic driver is a criminal, and we should no more permit him free and uncontrolled access to the wheel of a car on a public thoroughfare than we would permit a murderer to carry a concealed and loaded revolver."

Now, however, it has been found that not all drunks are equally dangerous. The same studies on which the

Continued on Page 12

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By ALBERT F. CODINO

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Two Justices Rap High Court's Practice of Summary Decisions

The United States Supreme Court has come under attack from some of its members for its continuing — and apparently increasing — practice of deciding many case summarily, without hearing arguments and without issuing formal written opinions on them.

Justices William J. Brennan Jr. and Thurgood Marshall stated, in a six-page dissent from a majority refusal to review a lower appellate court ruling, that if the summary decision making continues, and the lower Federal and state courts are required to follow the decisions as precedent, "respect for our constitutional decision making must inevitably be impaired."

In addition to the lack of briefing and oral argument, the Justices charged, "significant constitutional issues" are being decided after "only momentary and offhanded conference discussion."

The case which prompted the dissent by Brennan and Marshall involved an Indiana law which prohibits a guest passenger in an automobile from suing the driver or owner of the vehicle for damages in the event of an accident. The United States Court of Appeals for the Seventh Circuit had stated that it felt the law was unconstitutional because it denied the passengers the equal protection of the law.

In reluctantly upholding the statute, however, the appeals court said that it was required to do so because the Supreme Court in 1974 had dismissed, "for want of a substantial Federal question," an appeal challenging a similar law in Utah on equal protection grounds. Further, in a 1975 case, the Supreme Court ruled that lower courts are bound by summary dismissals, just as they are bound by full Court deci-

sions in case which were considered with complete briefs and oral arguments.

Marshall and Brennan noted in their dissent in the Indiana case that "not only legal scholars, judges of state and lower Federal courts and practicing attorneys, but also members of this court assumed that summary dispositions without opinion did not have the same precedential force as decisions rendered with full opinion after plenary consideration."

The dissent filed by Brennan and Marshall added to a growing chorus of complaints in legal circles about the Court's summary decision practice. Earlier this month, Justice Potter Stewart had sharply criticized his colleagues one-sentence ruling in a criminal case from New York as "little short of irrational" and "totally incomprehensible." In the same case, Justice John Paul Stevens described the ruling as one of the Court's "delphic orders."

Two Gambling Measures Meet Differing Fates in Eastern States

Voters in two eastern states registered their opinions on different legalized gambling measures in the recent November election.

Casino gambling in Atlantic City, New Jersey was approved by a margin of nearly 3 to 2. Voters endorsed the constitutional amendment despite the misgivings of criminal justice officials, who warned that the measure would turn the town into an East Coast center for organized crime.

Next door in Delaware, meanwhile, the electorate rejected a ballot proposition that would have permitted slot machine gambling in the state.

five days later.

The police arrested the two youths on the day of the beating, McKenna said, although at the time they did not tie them to the beating case. The juveniles were sent to a State Youth Division training school, the counsel added.

When Timmons and his accomplice failed to return to the school in February 1973 after being out on a weekend pass, they were seized on warrants and also charged in connection with the murder, according to McKenna.

In his latest arrest, Timmons and another man were charged with assault, robbery, the possession of weapons and resisting arrest in regard to their alleged beating of 82-year-old Adelaide Fleming.

Bronx District Attorney Mario Merola said that the records of Timmons and his accomplice were known to the police even though they could not be cited under existing law.

Assistant District Attorney Louis Fishman had requested that Judge Jerome Kidder set a bail of \$2,500 bond or \$500 cash.

The judge later confirmed that juvenile and youthful offender records were sealed so that a judge in Criminal Court could not examine them. "Sometimes we get a couple of hundred cases a day," he added. "That doesn't give a great deal of time to go into a case in depth."

"Even I can slip up sometimes," Kidder declared. "It is possible if I had known more, I might have fixed higher bail."

Supreme Court Briefs

Following are summaries of recent decisions of the United States Supreme Court that affect law enforcement and criminal justice.

Death Penalty

The Supreme Court has agreed to review several cases involving the death penalty, although the issues raised by the appeals concern the relationship of other legal questions to capital crimes.

In the first, involving a Florida man sentenced to death for murdering his daughter, the murder was committed before the implementation of Florida's new death penalty law — which was upheld by the Court in July. The trial, however, took place after the enactment of the legislation and the defendant was sentenced under it.

The petitioner argues in his appeal that the death sentence violates the constitutional proscription against ex post facto legislation. (*Dobbert v. Florida.*)

The Court will also be hearing the appeal of a man sentenced to be executed in 1974 under Louisiana's capital punishment law, for the murder of a police officer. Since the Louisiana death penalty statute was ruled unconstitutional by the Supreme Court earlier this year, it is expected that the review of the case will be directed toward noncapital issues.

The questions raised by the defendant include: Whether the defense should have been allowed to conduct its own scientific examination of the alleged murder weapon before the trial; and whether a misrial should have been declared after the defendant had taken the witness stand and the prosecutor had attempted to impeach his credibility by inquiring about offenses committed by the defendant as a juvenile. (*Robert v. Louisiana.*)

In yet another appeal of Florida's death penalty law, the Court accepted for review the case of a man sentenced to die for the murder of a store owner during a robbery.

The appeal raised three questions relating to the fairness of the defendant's trial: whether inflammatory statements made to the jury by the prosecutor prejudiced the right to a fair trial; whether improper identifications of the defendant were made by witnesses; and whether the trial judge erred in excluding from the jury several veniremen who stated during jury selection that voting for the death penalty would compromise personal religious and moral principles. (*Darden v. Florida.*)

The Court, over the objections of Justices Brennan and Marshall, declined to review two capital punishment cases from Georgia, in which the petitioners challenged the standards used in excluding potential jury members. (*Smith v. Georgia.*)

Double Jeopardy

The justices accepted on appeal a Texas case questioning whether, under specific circumstances, the constitutional provisions banning double jeopardy means that the Government may not appeal a trial court's order.

In the case under consideration, a mistrial had been declared because of a hung jury, and the trial judge entered the order in answer to a motion filed several days after the mistrial had been declared. A lower court had held that the double jeopardy provisions did preclude such an appeal. (*United States v. Martin Linen Supply*

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Fair Trial

The petition for review filed by a black man charged with raping a white woman in Boston was rejected by the Supreme Court. Over the dissent of Justices Marshall and Brennan, the Court refused to review an appellate court decision stating that the defendant was not constitutionally entitled to have prospective jurors at his trial questioned about racial bias. (*Dukes v. Waitkevitch.*)

Confessions

A confession made by a defendant after plea bargaining with the prosecution is not automatically inadmissible as evidence if the defendant subsequently reneges on the bargain and elects to stand trial, the Court ruled.

In an unsigned three-page opinion, the Court majority stated that the confession would be inadmissible if it had been made as part of a plea bargaining agreement. If, however, the plea bargain did not mandate that a confession be made, the confession would not be deemed involuntary and thus could be used as evidence. (*Hutto v. Ross.*)

Corruption Report Issued by di Grazia In Parting Move

Continued from Page 1

alleged leader in New England organized crime.

"It is obvious that the deputy superintendent was well aware of the implications of his actions and the fact that he was placing his entire career in jeopardy," the report said. "We believe that his actions resulted from a past exchange of favors placing him in a position where he could not avoid taking such actions, or he took such action on the promise of some gift, reward and/or gratuity."

According to a department spokesman, Saia was reassigned in 1975 along with all sergeants and lieutenants from the downtown district. The deputy superintendent plans to retire next June 30, but the spokesman said that the resignation had not been forced upon Saia and is in no way connected to the release of the report.

The Special Investigations Unit charged that Saia's colleagues in the downtown district staged raids on prostitutes to cover up the lack of action against more serious crime and that they refused to investigate certain illegal gaming and alcoholic beverage activities for fear of reprisals by superior officers and politicians.

di Grazia said that the report was an analysis of overall police behavior and performance and did not constitute a specific documentation of criminal activities of any individual.

In explaining the timing of the report's release, di Grazia said it would have been "cowardly" to drop "this bombshell in the lap of my successor." Special Investigations Unit members confirmed the former commissioner's statement, noting that the report was to have been completed in late December but was accelerated due to di Grazia's resignation.

NYS Officials Urge Changes in Confidentiality of Juvenile Data

Continued from Page 3

or under — when he allegedly became involved in the murder of a 92-year-old man in 1972.

McKenna said the records show that Timmons and another youth allegedly rang the man's doorbell, rushed into his apartment, tied and gagged him, and then beat him. The man died in a hospital four or

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Canada's Mounties Finalize Plans for Computer Print System

The Royal Canadian Mounted Police (RCMP) recently finalized an agreement with Rockwell International for a computer-based fingerprint system that will eliminate manual classification of fingerprints, according to a high-ranking RCMP official.

"The system should be operational by mid-1978, ahead of such well-known crime fighters as Scotland Yard and the FBI," said Superintendent C.O. Tiller of RCMP's Identification Services. "The new equipment will have the capability of searching 2,000 ten-finger sets of fingerprints daily."

Tiller noted that the computer can also search 100 latent prints per day against a base file of 250,000 individuals. The RCMP's present search procedure can only identify "a few latents per day" utilizing a base file of only 48,000 sets, according to the superintendent.

"In a really important case, the new equipment will be able to search the whole collection of fingerprints, which involves over a million prints," Tiller said. "Another advantage will be that we will be able to search even tiny fragments of prints electronically, and at the present we are not able to do this. The matching will occur at the rate of approximately 100 prints per second."

Criminal records are currently maintained in a national repository at RCMP Headquarters in Ottawa. When offenders are charged with an indictable crime, their fingerprints are added to the national file.

Outlining the way in which the present system works, Tiller noted that "... when a crime is committed, a name is done, endeavoring to establish a previous record."

"If a correct name has been given, a tentative identification is made and confirmed by comparing fingerprints," the superintendent added. "When an incorrect name is given, the name check will not identify a previous record, so the fingerprints taken from the individual are classified and searched in the collection."

RCMP presently classifies fingerprints manually with magnifiers, utilizing the Henry system which is based on 10 types of basic print patterns.

Formerly, the fingerprints were also searched manually, but since 1970, RCMP has utilized a computerized videofile system where images of the prints are stored on magnetic tape and searched electronically at the rate of 380 inches per second. The system can examine 10 sets of prints simultaneously and requires an average processing time of only 39 seconds to identify or reject a set of prints.

Noting that the manual search technique used to require an average processing time of 20 to 30 minutes, Tiller described the operation of the current search system. "This system assumes that 10 fingerprints are available for examination but another file, called the single fingerprint collection, includes prints of persons convicted, of offenses, which by their nature usually produce 'single' print," he said. "These offenses include arson, breaking and entering, possession of burglary tools and stolen property, robbery, auto theft, kidnapping and abduction, excise act and narcotic control act offenses."

The superintendent explained that some 50,000 individuals are filed on the present tape system. "This collection is reviewed

and updated continually and if no further convictions occur within three years, the individual is removed from the collection," he said.

"Prints in the ten-finger collection are retained until the individual dies, is pardoned or reaches age 70," Tiller stated, "provided there has been no conviction within the last five years."

According to RCMP, its Fingerprint Bureau is the only one in the world with a totally operational videofile system. "Hopefully, we will be the first in the world to be totally automated," Tiller said. "Our new equipment will enable us not only to search the files electronically, but also to classify by the same means."

RCMP's accuracy of identification is currently close to 100 percent, Tiller explained, adding that the new system need

not improve on the degree of precision. However, he further noted that the new equipment would enable his bureau to make at least 10 times the number of latent identifications due to its expanded data base.

"There are 65 RCMP identification offices throughout Canada which do a lot of manual searching of prints," the superintendent said. "Right now we are getting only two percent of the prints found at RCMP crime scenes. We should be getting 50-60 percent, but we're not getting them because the prints found are not clear enough for us to search. With our new system, we will be able to search many more of them."

Tiller's remarks were published in a recent issue of *Liaison*, the Solicitor General's official monthly newsletter.

Evaluation of Defender Programs Is Subject of 2 LEAA Manuals

Two manuals designed to assist criminal justice administrators in evaluating the effectiveness of their public defender systems were recently published by the Law Enforcement Assistance Administration.

Entitled "Evaluation Design for the Office of the Public Defender," the first guide provides a format by which an independent five-member evaluation team can rate the operations of a city or county public defender system.

The second manual presents an in-house evaluation procedure for public defender administrators who want to assess their programs and pinpoint problem areas. Both guides were developed by the National Legal Aid and Defender Association under a \$220,000 LEAA grant.

Project director Roberta Rovner-Piecznik noted that the two manuals can be used in tandem. "The self-evaluation manual, with its many suggestions and checkpoints, can be used by a chief public defender for a private check on his own operations," she said.

"The public defender can then try and shape up his own office according to the guidelines in the manual," the project director explained. "If he has done his homework and then calls in an outside evaluation team, he should get a pretty clean bill of health."

Rovner-Piecznik added that if a county board were concerned about the quality of its public defender system, it may want to follow the procedure outlined in the first manual and immediately set-up an outside evaluation.

According to the guide, the evaluation team should be composed of "outsiders" in order to maintain objectivity, and should include three lawyers, a management analyst and a community member.

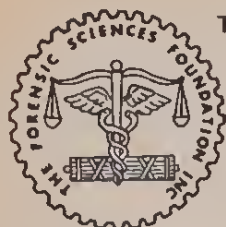
Rovner-Piecznik noted that the latter team member should be an individual who represents the community/client perspective. "Test evaluations, using the format, were done in three cities and proved out quite well," she said. "In one instance the community member of the team was an ex-offender."

The director of the courts division of LEAA's National Institute of Law Enforcement and Criminal Justice, Cheryl Martorana, said the team evaluation procedure generally takes one to four months and costs between \$10,000 and \$12,000.

Martorana said, "The information they gather will include the point at which the public defender usually enters a case and makes contact with a defendant; office procedures; quality of the available law library; wage structure of the lawyers; advancement procedures; case loads; book-keeping; and interviews with judges, prosecutors, and some actual defendants."

Gerald M. Caplan, director of the National Institute, said preliminary information from the three demonstration cities indicates that the evaluation guides will be a useful tool for the nation's public defender systems.

"The ultimate aim is to guarantee the defendant a fair shake when he has his day in court," Caplan said. "Our system owes the defendant no more; but certainly no less."



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Cigarette Smuggling Skyrocking, LEAA Plans Renewed Effort to Halt Loss of Tax Revenues

An escalation in cigarette bootlegging that costs state treasuries millions of dollars in lost tax revenues has prompted law enforcement officials to step-up their efforts to collar cigarette smugglers, according to a recent LEAA announcement.

The tobacco industry's Council Against Cigarette Bootlegging has predicted that New York State will lose an estimated \$110 million this year in cigarette taxes because some 44 million cartons of cigarettes will be smuggled into the state.

Meanwhile, the LEAA-funded Interstate Revenue Research Center has estimated that Minnesota, Michigan, Indiana, Ohio, and Illinois will lose \$100 million this year in combined state and city cigarette tax money.

The Indianapolis-based research center has a \$787,500 LEAA grant to obtain information leading to the confiscation and resale of contraband cigarettes by the state and the arrest of the so-called "hur-

leggers" in Florida, Missouri, Michigan, Ohio, Indiana, Illinois, and Minnesota. The anti-smuggling efforts of the seven states are coordinated through the center.

Apparently, the center is making some progress. Its executive director, George Stewart, said that between April 1, 1975 and September 30, 1976, 38 persons were charged with smuggling in the participating states and 54,000 cartons of cigarettes were confiscated.

"What we are really doing is establishing a toehold and as we get the cooperation and involvement of other states we hope to eventually get the upper hand," Stewart said. "The member states have received a direct revenue gain of approximately \$325,000 from the sale of the confiscated cigarettes, together with taxes and penalties."

The executive director explained that cigarette smuggling has made a transition from a sort of personal free-enterprise crime to large scale organized crime. "As non-tobacco producing states increase their cigarette taxes it becomes increasingly profitable to bring cigarettes in by the truckload from those states with a low tax base," he declared.

According to LEAA, three states with low cigarette tax rates are the source of almost all the contraband cigarettes: North Carolina, with a two-cent sales tax; Kentucky, with a three-cent tax; and Virginia, with a two and one-half-cent tax.

"You can see the tremendous profits to be made by buying them in those states and bootlegging them in Minnesota, with its 18 cent-tax; Connecticut, with a 21-cent tax; New Jersey, 19 cents; or New York, with a 15-cent tax," Stewart pointed out.

Noting that wholesale distributors in the three key tobacco producing states are not violating the law by making sales to out-of-state buyers, Stewart emphasized that the violation arises when the cigarettes are transported into another state and the taxes are not paid.

The revenue research center director outlined a typical case that his organization coordinated with the cooperation of the states. "Based on our surveillance of a suspected trafficker, we keyed in on one wholesaler in Kentucky," he said. "We watched the smuggler load 2,865 cartons into a camper truck."

Stewart related that three units ran a 700-mile surveillance on the camper as the driver went straight through to Minnesota. "When he got close to the Wisconsin state line he was placed under observation by Wisconsin authorities; the same thing happened when he came across the Minnesota state line," Stewart continued.

"The bust was made by Minnesota authorities who confiscated the 2,865 cartons, the camper, and a handgun. He was indicted, went to trial, and was convicted," Stewart said.

In addition to financing the revenue research center, LEAA has published a 38-page guide called "Combating Cigarette Smuggling." The booklet provides law enforcement officials with descriptions of the various measures a large-scale smuggler can take to reduce his risks.

"He can steal, forge, or counterfeit tax stamps," the publication states, "or co-mingle the smuggled cigarettes with properly purchased cigarettes or with properly stamped but hijacked cigarettes"

The guide said that "a second alternative is to corrupt enforcement agencies," noting that three states have dismissed or indicted investigators because they were paid off to ignore smuggling activities or to steal tax stamps for illegal distributors.

"Classical smuggling stratagems" are also utilized by the "bottleleggers" according to the guide. "Purchases of cigarettes are made in cash, so that no records exist of the transaction; waybills are forged or doctored to disguise the true size of the load of cigarettes in the truck, if a common carrier is used; cigarettes are loaded at night or in secret into trucks, vans, campers, mobile homes, or cars."

The guide lists instances where vans and campers used for smuggling have been disguised with a "vacation trip" appearance complete with bicycles and boats lashed outside and with young children inside.

Continuing its enumeration of smuggling tricks, the LEAA guide stated that "License plates are switched, signs on the trucks are changed, loads are camouflaged, tractors are switched, trucks are off-loaded at predesignated drop points for reloading onto other trucks, back roads are taken, and lead and tail cars are used to protect the cargo."

Another aspect of the problem was voiced by Stephen W. Cooley, the head of the Organized Crime Desk of the Enforcement Program Division at LEAA. He said that as their operations become more sophisticated, the smugglers are resorting to counterfeiting tax stamps or sometimes stealing genuine tax stamp machines.

"There are strong indications that organized gangs also are infiltrating legitimate businesses," Cooley added. "They might buy control of a cigarette wholesaler in one of the states where there are high cigarette taxes or they might gain control of businesses where the smuggled cigarettes can be sold in large quantities."

In response to the problem, the National Tobacco Tax Association, a group of state tobacco tax administrators, last year unanimously adopted a resolution favoring a federal contraband act.

School Violence Is Target of Interagency Project

Continued from Page 3

Team members will also be briefed on various topics including the causes of delinquency, general problem solving techniques, school security and the delivery of human services.

Teachers Corps will administer the second portion of the overall program which will focus on reducing school crime in junior and senior high schools in 10 low-income areas.

Crime reduction strategies will be designed and implemented by students, including delinquent youths and those with a history of classroom disruption. The participating pupils will be given instructions in developing and instituting countermeasures against school crime.

The project was developed to demonstrate the degree to which student-based efforts can reduce crime, violence and disruption in the schools and the resulting climate of fear.

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EVIDENCE TECHNICIAN PROGRAM MANUAL

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The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

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An Englishman Looks at American Policing

An Interview with Lincolnshire Chief Constable Lawrence Byford

This is the first interview in a five-part symposium on European policing. The second interview in the series can be found on page 9, and the remaining three symposium discussions will be carried in subsequent issues.

Lawrence Byford has been the Chief Constable of Lincolnshire since 1973. He joined the police in 1947 and spent most of his career as a detective in various parts of Northern England. For two years he was on the staff of the Detective Training School at Wakefield and was later appointed to the directing group of the National Police College at Bramshill. Byford is an honors graduate in law of Leeds University and has received the Police Medal for Distinguished Service.

This interview was conducted for Law Enforcement News by Michael Balton.



Chief Constable Lawrence Byford

LEN: What do you feel are the primary problems facing the British Police?

BYFORD: The problems are very similar to what they obviously are in other Western democracies: crime, public disorder, and a worrisome change in escalation as far as juveniles are concerned. But in all fairness, when we examine the crime rate in Britain, it's insignificant compared to that of America, which I find very alarming.

Basically, the population is five times greater in America than it is in Great Britain. But in America in 1970 there were 15,000 murders; in Britain there were 393. The figures show that there are almost as many robberies in Washington, D.C. as there are in the whole of Great Britain in any one year.

There were 50,000 cases of rape in America in one year and the U.S. government says in an official publication that four out of five American rapes go unreported. While you have 50,000, we have 1,052.

Bearing in mind what I've already said, that you've got five times the population we've got, I think all this shows that although we in Britain, particularly the police, think we tend towards a violent society, if we're a vio-

because we haven't got the resources that were envisaged at that time, I'm afraid we'll have to go back to the sort of concepts that we had seven years ago and deal with juveniles in a more firm way than we might have done had we had the resources under the Act. By that I mean that I can see juveniles appearing before the courts more often. And possibly the approved school idea, which was semi-custodial and which was abolished under the '69 Act, might have to come back.

Juvenile crime is certainly a problem. Although one can't criticize well-meaning principles and new ideas, we've got to have the facilities as well as the ideas, and we haven't had them since implementing this new program.

"Although we in Britain think we tend towards a violent society, if we're a violent society, I can't think of an adjective to describe the American society."

lent society, I can't think of an adjective to describe the American society, especially in the large cities such as Detroit, New York and Washington. It's very alarming when one sees this in a country for which one has a very high regard, and that's certainly true of America. I know Americans who have served in the American Army for some considerable time during the war. I've come here rather like a brother looking at his brother's children. They're a little bit unruly and want controlling.

What I've tried to do is to give a picture and quite sincerely one of the weird things I've found during my tour is that very few people realize how bad the position is in America when compared to similar countries.

Obviously one advises one not to walk in certain parts of New York at night. But the overall problem is the fact that, for example, one town in America which is rather a beautiful town, Portland, had seven policemen shot this year. It's that sort of statistic which I think is rather frightening.

LEN: A recent report concerning London's crime rate for 1974 claimed that it was up nine percent over the previous year and that 51 percent of the suspects were under 21 and that one-third of them were between 10 and 16. How is the juvenile offender handled in England?

BYFORD: We've tried to give an enlightened treatment program for juveniles since the passing of the Children and Young Persons Act of 1969. It's been an abject failure. It's been a failure principally because while the government envisaged that we would have so many facilities and officers to help the social worker or the probation officer turn the youngsters from crime, there's never been the money available to support the program. They implemented the idea, but never provided the resources.

Since 1969, juvenile crime has escalated. And now,

praisal of prisons and the like, a lot of people would not be there, and a lot of people who should be there and are not there at the moment could be there. That will only happen, mind you, if there is an awakening by the American government, by the legislature, by the courts that the situation in America, and to a lesser extent in Britain, is that crime pays!

Now as I said to an audience this morning: "Is there anyone in this room who will put his hand up and deny what I am going to say? Crime pays in America." Not one of them raised his hand, because it's true.

Any society that has a maxim "crime pays" is a foolish society. It's asking for trouble, and I think that's what's happening in your rapid decline. It worries me when I speak to policemen and I know that there are certain of your cities where large areas are "no-go" areas after six o'clock at night. Is that the sort of society that modern man wants to produce? And it's getting worse all the time.

LEN: Is there a problem with organized crime or professional criminals in Great Britain?

BYFORD: Our professional criminals are nothing like what you've got. Indeed, I would go so far as to say that although we had problems with professional crime in Britain in the 1960's, such has been the success rate of the British Police that I can't think of a group of organized criminals who are operating at the moment in Britain. We put a number of them behind bars — the Craig gang, the Richardson gang. We even had an infiltration by Americans who came in the hope that they would be able to organize things, but all to no avail. All of them were deported.

I'm not naive enough to suggest that this couldn't arise again; I'm sure it could arise. But we're mindful of the cancer in society which professional crime causes, where there's intimidation and fear and the Mafia-like tactics. Well, we've got nothing of that in our society.

One of the things that breeds that, particularly in a modern culture like America, is the sale and supply of drugs. We haven't anything like the drug problem that you've got. In fact, I asked a Metropolitan colleague, before I came here from the London Police, how many people he thought might be operating in London, selling drugs unlawfully. He thought that there are, at the most, five.

LEN: How do you account for this?

BYFORD: We have the addict registered, and he is given a legal supply of drugs. We've only a few addicts, mind you, compared to what your figure is. We believe that in supplying drugs to an addict, under the surveillance of a doctor and the police as well, we are removing the black marketing in drugs.

When I was in Los Angeles, I was given some fantastic figures by the police chief there, which I can't remember accurately. He quite rightly said, supported by senior members of his department, that much of the crime in Los Angeles is committed in order to obtain money to buy drugs on the black market. That is not true in the large cities in Britain because the supply isn't needed. Those who are addicted, those who are hooked, can get drugs lawfully. So why should they go to the black market?

LEN: Critics of heroin maintenance programs claim that America is too large to have a system of that kind work effectively here.

BYFORD: In any of these things, one can be pessimistic. All I'm suggesting to you is that one ought to look at the alternative system and see if our system would be better.

I think that any system such as ours in Britain must be superior to the one which creates, if what policemen tell me is true, crime on a very high scale to buy drugs on the black market.

Now obviously, the overall intent must be to eliminate the drug problem. And I know that is a very optimistic view. But while one may not be able to overcome it quickly, I am sure that one can stop it from getting any worse at this moment in time. Then you could attempt to reduce it in the long term.

The addict who is registered in England just doesn't get a supply of drugs willy-nilly. He is going to be placed

Continued on Page 10

I feel that if we could have a more intelligent ap-

British Concepts in Police Training

An Interview with Assistant Chief Constable H.V.D. Hallett

H.V.D. Hallett was appointed Assistant Chief Constable in Charge of Administration and Training in Kent in 1967. After a three year term as Deputy Commandant and Dean of Police Studies of the Police College at Bramshill, he returned to the Kent force in 1974 as the Assistant Chief Constable in Charge of Personnel and Training.

Apart from serving as a Royal Air Force pilot during World War II, Hallett has been involved in British policing since 1939. He is the International Secretary General of the International Police Association and serves as editor of the *Police Journal*. He is also the editor of two editions of the *International Bibliography of the Police* and has recently completed a newly published historical survey of the police forces of England and Wales.

This interview was conducted for Law Enforcement News by Michael Balton.

LEN: What is the procedure for police recruit training in England?

HALLETT: First of all, it's not done on a force basis; it's done on a district basis. This is to keep the flow of students through the district training center always even; whereas, if it were left to the force, they might have a lot of recruits at one time. It also, of course, enables the system to be very even. In fact, the training program is the same throughout England and Wales.

The recruit goes for a week to his force training center, when he first joins. Then he goes for ten weeks to a district training center. He comes back from there to his force training center for another three weeks and takes courses concerning his local force's procedures and its particular problems.

The recruit then goes on the beat with an experienced and trained officer — somebody who is trained to assist him with the problems of the first exposure to police duty. He stays with that experienced officer, male or female, for seven weeks.

After that, for the remainder of his first two years of service, he is constantly in training. He may be attached for a month to the Criminal Investigation Department, a month to the Traffic Division. In other words, he spends a month with each of the specialized divisions. That has two advantages. First of all, it teaches him what those departments are about, so that he knows all about them. Secondly, it gives him a chance to have a look at them, and to consider whether or not there might be some sort of specialization which he may like to follow in his later service.

Towards the end of his two years initial probation, he goes back to the district training center for a further three-week course, where they check to see whether he's



Assistant Chief Constable H.V.D. Hallett

when he first gets promoted. Then he'll fit into another five-year cycle. So the point that I'm making is that training is a continuing process throughout his thirty years service.

LEN: What do you look for in a new recruit?

HALLETT: First of all, he's got to be physically fit. I mean, he could have every other attribute in the books, but if he's not physically fit, he's not going to get in because it's a very arduous business being a police officer.

Two is intelligence. He doesn't have to be a super-intellectual but he has got to be intelligent. I suppose you could say he must have common sense. He's got to be completely free of convictions. He must not have any conviction of any sort. If the recruit is a female she must be five foot four inches; if the recruit is a male, he must be five foot eight inches in height.

But basically, if you ask me what we're looking for, the answer is we're looking for somebody with common sense. And strange as it may seem to say, we want somebody with a lot of humanity because the one thing you do not want in a police service is people who have a sadistic or fascist-type mentality. You've got to have somebody who loves humanity.

LEN: Are you satisfied with the quality of the recruits who are applying?

"The one thing you do not want in a police service is people who have a sadistic or fascist-type mentality. You've got to have somebody who loves humanity."

put some flesh on the skeleton which they gave him at the beginning.

If I may revert for a moment to the initial training, it is not designed to produce a "mini-lawyer." In fact, it is designed to teach him the elements of law but more so to put those in a practical context. So it's classroom, practical situation, classroom, practical situation.

Before the end of his probation, apart from his attachment to the specialized departments, he has gone back to his force training school for two days every month for further training. So you can see that in the initial two-years probationary period, he is undergoing a great deal of training.

When he passes out of his probation, he doesn't cease training then because if he doesn't go for a promotion, if he's happy to remain as a constable, he fits into a five-year cycle. So when he's got seven years service, he'll be coming back for further training and that five-year cycle will go on all the way through his service. LEN: What sort of training is given to constables who want to upgrade their rank?

HALLETT: If he gets a promotion, he'll have a course

a course. When you're promoted to Superintendent, you go there for a course. If you're going to go on to Chief Officer status, you go back there for another course. So you can see that there is a continuing management training, although it's not all management training.

The Police College is based on the idea of 50 percent academic and 50 percent professional studies.

LEN: How are correctional personnel trained? Is that in anyway connected with police training?

HALLETT: It's not considered to be any part of the police function at all in England. The Prison Service is a completely separate entity. They have their own training scene, they have their own college. These are completely different fields. However, it's fair to say that I'm associated with the first scheme in England which is attempting to get something similar to your criminal justice studies department at an English University — at the University of Kent at Canterbury. We've now been working for three years on the program, and we are going to get it off the ground probably within the next eighteen months.

LEN: British police are unarmed, but in certain situations they do have to use firearms. How are they trained for this?

HALLETT: We train 10 percent of the force to very high standards because we have the terrorist situation and we also have the armed criminal. Thus, if in fact it's necessary for them to be issued firearms, they are proficient in their use.

LEN: Is research performed within the training institutions?

HALLETT: Yes, quite a lot. As a matter of fact, we have a whole research department, staffed by academic personnel and police personnel, which is constantly monitoring our training programs. All the police officers used in training in the United Kingdom are themselves trained in all modern techniques of training.

LEN: Have any significant research findings been released recently?

HALLETT: It's a difficult thing to remember offhand because there's such a multiplicity of reports of them. If you work in the field that I do — I have a difficult time remembering whether what I've read has come out of America, out of England or France or anywhere else. In my other role as editor of the *Police Journal*, I get a tremendous amount of reports. So quite honestly, as of this moment, I can't put my finger on anything. If I were in my office, I could produce all sorts of papers.

I think the continuing research is whether or not the training program is producing the type of police officer we want. We never sort of sit back and say, "That's it; we've found the philosopher's stone." We continually monitor the whole thing.

LEN: What is the future of police training in Great Britain?

HALLETT: I hope that it will increase rather than decrease. I hope that any financial or economic stringency would never lead to any attempt to cut it; rather, it should be amplified.

I would say that probably the quality of the police officer coming out to the service today is as high if not higher than it's ever been. As a result, I would hope that the training gets better and better, and that the whole service improves.

LEN: As editor of the *Police Journal*, do you find that it is read by many British police who are trying to improve their level of professionalization?

HALLETT: Yes. In fact, it's available in every police force in England and Wales and in quite a few forces throughout the world. It's very obvious from the letters which I get suggesting that all sorts of people through the strata of the police service are reading it. This is shown by the correspondence, and it's some indication that we're fulfilling the need that we're there to satisfy.

LEN: How much cooperation is there between the police forces of the various European countries?

HALLETT: It's probably better now than it's ever been. There has always been the organization usually known as Interpol — the International Criminal Police Organization. Now that's very well, but it has been described, inci-

Continued on Page 10

"America is hopeful of developing the benevolent policing role. The only way they're going to do that is they're going to have to change their society. They're going to have to unarm it for one thing."

Byford

Continued from Page 8

in a rehabilitation program. All this is done under medical supervision.

Now we had our problems when we first started this. The laxity caused one or two people to take advantage of the system. But one always learns from a scheme, at least one hopes so, and at the moment I think that it's tight enough to prevent its misuse.

I just recommended to the United States to look at it, because I don't think any system can be worse than the one that you have at the moment.

LEN: A recent American study by the Rand Corporation has questioned the effectiveness of detectives. Could this apply to England's detectives?

BYFORD: This may be true in the United States. I can't deny the Rand Report because I just don't know enough about the detective program here. As far as Britain is concerned, I would say that if the Rand Report principle was applied to Britain, my reply to it would be absolute rubbish and poppycock, because it's certainly not true.

In Britain, we clear up in any one year between 40 and 50 percent of the crime that's reported to us, which is a very high rate by any standards.

In my own force in Lincolnshire, I don't think in the last five years I've been below 55 percent. That's of course with a population of 600,000, and I've never

been lower than 55 percent.

In terrorist crimes in Britain, the detective percentage is over 70 percent. Why? Because we put more detectives on it, on the problem — the bombs and the urban terrorism — which I think tends to prove the point that the more detectives you have inquiring, the more likely you're going to be able to detect the offense.

I just think this is a fantastic principle. As I say, I don't know enough about the Rand Report. But if it said that the motivation and the work rate of detectives doesn't clear up crime in any appreciable numbers, I just cannot accept that, in my experience.

The crime detection rate at the moment in my force is 56 percent. If I abolished my detective force tomorrow, God knows what the percentage would be; I should think about 20 percent. And the 20 percent would come from people who observed the act being done and are willing to come forward and give the evidence to the police, which means that the detective isn't required. But as an estimate, I would say that at least 30 percent of that 56 percent are detected by detective work.

If you look at "Kojak" and the other detective programs in the United States, the main thing that detects crime is inspiration.

LEN: That was one of the specific points that the Rand study made. The report said that American detectives are nothing like their TV counterparts.

BYFORD: I would agree with the point that inspiration doesn't clear up much crime. Perspiration clears up crime. If you get a detective force that perspires rather than inspirates, then you get crime cleared up.

But I speak here, by the way, as a detective of 20 years standing. You know, I'm not speaking about something that I've not been involved in. I'm in the third largest force in Britain. Having been on the Homicide Squad for many years, I speak from experience. To accept the Rand Report and apply it to Britain would be nonsensical because it's not true.

LEN: Is the situation in Northern Ireland a police problem, or a military problem?

BYFORD: Northern Ireland, as far as we're concerned,

and I represent of course the English police forces, is obviously a problem that's confined to the Royal Ulster Constabulary and, to some extent, to the army. We don't send our officers to Northern Ireland. It is very much a domestic problem. We've had the backlash occasionally with the bombs and what have you that we've had in London and the other principal cities. I've already mentioned the high rate of success that's been shown; that's been brought about by sheer, persistent detective work.

LEN: What is the future of policing in Great Britain when compared to America?

BYFORD: I hope that the present situation is maintained. In making a comparison between the British policing system and the American policing system, I told an audience today that we have very much a benevolent policing role in Britain. There's a very great distinction in America where the policeman, especially in a city like New York or Detroit, has to be an autocrat because he's policing an autocratic society.

He can't afford to be benevolent because he's not policing a benevolent people. He's policing an armed society and he's policing people who he's very suspicious of, unless he knows them, because of the incidents of violence meted out to his colleagues.

I mentioned the figures in Portland. In some cities it's worse than that on shootings of policemen. Therefore, when I look at Britain, America is hopeful of developing in time the benevolent policing role. The only way they're going to do that is they're going to have to change their society. They're going to have to unarm it for one thing. I'm afraid that the American government and many sections of people in the United States don't seem to be prepared to do that.

What I hope is that the American experience in crime, as we like to call it, doesn't come to Britain, and that we're able to police as we are doing now for many, many, many years to come. And all the indications are that we'll be able to do that because we've got a very strict control of firearms. It's almost impossible to get a handgun these days in Britain, if you want to commit armed crime. I wish the same was true in the United States.

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Hallett on Police Training

Continued from Page 9

dentally by me, as the most expensive collection of filing cabinets in the world.

It's marvelous, if you say that we have got a fellow John Jones wanted in England and thought to be in Paris, if you'll turn that up. But when it is something much quicker — we have for example a problem on my own force, where we are as close to the continent of Europe as it is possible to be — it's only twenty miles across the English Channel from Kent to France and Belgium. So there's been an awful lot of problems with illegal immigrants. As a result of that, we have had to build up our own very close cooperation with the French

fact he will never let anybody know what his political affiliations are. So when you talk about Northern Ireland, it's very difficult to take it out of a political context, insofar as it represents an attempt by two dissident elements because you have got just as much a dissident element of the Protestant side as you have on the Catholic side. Let's face it. There is no relationship between religion and this now; you've got just two armed gangs. That affects a police officer. That's what we're all about. We're trying to maintain law and order so that people can live in peace.

I think it's a terrible indictment of our society in 1976, whatever the historical, political background

"One thing about every English police officer is that he is completely apolitical. In fact he will never let anybody know what his political affiliations are."

police, the Belgium police and the Dutch police, and we've done it very successfully. That pertains to most of Europe.

I would also suggest that my own organization — the International Police Association — of which I'm International Secretary General, has done a considerable amount to help that. You might meet a man in Lions or Roundtable or Rotary or whatever it may be. If you meet a man in that context, it makes it that much easier to deal with him when you want to deal with him in a professional context.

LEN: What are your views on the Northern Ireland situation insofar as it affects British policing?

HALLETT: It's a very difficult matter because it's very difficult to take Northern Ireland out of a political context.

Now the one thing about every English police officer is that he is completely apolitical. He has to be, and in

may or may not be, that we should see women and children being killed and maimed allegedly for the good of a cause. All I could say is that I wouldn't wish to aspire to any cause that has found that to be a necessary method of achieving its objects.

LEN: U.S. citizens have been accused of sending arms to Northern Ireland. What could be done on an international level to diffuse this situation?

HALLETT: I think this is the great pity that once you've raised the banner, whether it be religious or national or idealistic or whatever, well-meaning people, who unfortunately don't live in the country with which they're concerned, should be able to be so grossly misled that they can support and subsidize criminals. That's what these people are, and that is the view of the government of Great Britain. They are just armed criminals and they are practicing all the techniques of extortion. The answer is, I don't know — good will and a lot of prayers, perhaps.

CRIMINAL JUSTICE LIBRARY

BOOK NOTES

A Guide to Locating CJ, Police Organizations

By CAROLE BANKO

A large number of criminal justice reference works have been published in the recent past representing valuable tools for law enforcement personnel who are looking for new positions, applying to graduate school, or seeking specific information.

Names and addresses of pertinent persons, agencies and organizations are presently available at both general and criminal justice libraries in the form of directories, handbooks and municipal year books.

Published by government agencies, police periodicals, city administrations, and research organizations, the reference works cover fields ranging from international security to child abuse services.

The following is a selective list of some of the reference publications which may benefit the criminal justice practitioner or educator in his search for the appropriate information at the right time.

• • •
Law Enforcement

Criminal Justice Agencies. Washington, National Criminal Justice Information and Statistics Service, 1975.

Names and addresses of all state and local criminal justice agencies in the U.S. — enforcement agencies, coroners and medical examiners, courts, prosecution and legal service agencies, correctional agencies and institutions, probation and parole agencies, crime laboratories, police academies, criminal justice planning agencies, etc. Arranged by region and state. **International Security Directory.** 12th edition. London, Security Gazette Limited, 1974.

An international list of "constabularies, police forces, and fire brigades" and

companies offering security services and supplies. Arranged by country and subject.

National Directory of Law Enforcement Administrators. Milwaukee, National Police Chiefs and Sheriffs Information Bureau, 1974.

Names and addresses of administrators of U.S. agencies involved in law enforcement, judicial, and correctional processes — municipal, county, state, and federal. "The most complete work of its kind ever published."

Police Chiefs' Directory. Names and addresses of members of the International Association of Chiefs of Police. Published annually with the October issue of *Police Chief* magazine.

The Regency International Directory of Enquiry Agents, Private Detectives, Debt Collecting Agencies. Folkestone, Kent, England, Regency International Publications, 1975.

Names and addresses arranged by country; includes licensing requirements of each jurisdiction. Also gives membership lists of professional associations.

Criminal Justice

Research and Education

Directory of Law Enforcement and Criminal Justice Associations and Research Centers. By B.J. Latka. Washington, National Bureau of Standards, 1973.

Address, phone number, brief description and publications of each organization.

Law Enforcement and Criminal Justice Education Directory 1975-76. Gaithersburg, Maryland, International Association of Chiefs of Police, 1975.

Contains names and addresses of 664 colleges and universities which offer law

enforcement and criminal justice degree programs at associate, baccalaureate, and graduate levels. A complete description of each program appears, giving the name of the program director, courses offered, number of faculty, number of graduates, number of police officers enrolled, etc. **A World Directory of Criminological Institutes.** By Badr Kasma. Rome, United Nations Social Defense Research Institute, 1974.

Lists 245 institutes and agencies in 43 countries, excluding the Socialist countries which will be published later as a supplement. Gives addresses, names of staff members, projects, publications, and additional data.

Corrections

Directory of Juvenile and Adult Correctional Institutions and Agencies of the United States of America and Canada. Washington, American Correctional Association, 1974.

Address and name of the director of each institution.

Probation and Parole Directory, United States and Canada. 17th edition. New York, National Council on Crime and Justice, 1974.

Continued on Page 13

Youth Agency Funding Guide Now Available

A completely revised edition of a fund raising manual for youth-service agencies has been published by the National Youth Alternatives Project.

Entitled *Stalking the Large Green Giant*, the guide designed to assist youth agencies seeking funds for programs in the homes, education in public, private, or alternative schools; health care; employment; recreation; juvenile justice; counseling and school services; and dealing with runaways.

The manual provides information on how to raise funds, outlining general strategies and detailing specific fund raising tips. Federal, state, local and foundation programs are described and identified as potential sources for project revenue, and Federal funding levels and plans for fiscal year 1976 in youth-related areas are listed.

Federal programs that are indirectly related to assisting youth are also considered in the guide which features an appendix listing the regional addresses of a number of Federal agencies.

Copies of the manual are available for \$5.00 each from the National Youth Alternatives Project, 1830 Connecticut Ave., N.W., Washington, DC 20009.

New Books on Review

Men In Crisis: Human Breakdowns in Prison. By Hans Toch. Aldine Publishing Co. Chicago, 1975. 340 pp.

This book is an outgrowth of a study supported by an NIMH research grant from the Center for Studies of Crime and Delinquency and the Center for Studies of Suicide Prevention. It is a noteworthy contribution to the growing body of literature in criminology, penology and prison reform. It will undoubtedly also arouse much interest for those in the behavioral sciences as much for its social psychological perspective as for its typology of human breakdown and its provocative recommendations on ways to reduce future incidences of such breakdowns. Toch's title, however, is somewhat misleading. Dr. Toch's book, which includes an excellent chapter on the female inmate, might have been more appropriately titled "Prisoners in Crisis."

Most of the subjects for this study were drawn from facilities of the New York State Department of Correctional Services, the New York City Department of Correction, and from a medium-sized county jail, and had committed acts of self-mutilation, or in some cases suicide, between January

1971 and August 1973.

The book provides a detailed examination of the variety of psychological stresses encountered by these inmates, their modes of coping, and the all too common examples of their inability to cope successfully. The failure to cope results for many in breakdown. The particular type of breakdown that Toch examines is the self-destructive type which results in self-inflicted injuries and at times death.

In his examination of the factors contributing to human breakdown in prison environments Toch draws from the work of Lewin. Early in the book he states that his "...focus in examining these breakdowns is neither on weakness or defects of the individual nor on drawbacks or difficulties of the environment. It is rather on the 'transactions' between the individual and environment..." Midway through his work Toch paraphrases Lewin's belief "that a primary requisite for human need satisfaction and psychological survival is the maintenance of balance in relation to the forces that shape one's environment." By examining self-destructive behavior as a function

Continued on Page 15

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COUNSELOR AT LARGE

By MICHAEL BLINICK, ESQ.

Redefining the Police Role in Emergency Medical Services

Recent advances, stimulated by the Emergency Medical Services Systems Act of 1973, have focused attention on the crucial need for high-quality care as soon as possible after a major injury or sudden illness strikes. Experts estimate that thousands of trauma and heart attack victims (to name only two categories) die needlessly each year because of inadequate personnel, transportation, equipment and facilities. Although the police can respond faster than most ambulance units or fire department rescue squads, they are generally unable to give more than elementary first aid — that is, if they have the necessary supplies for even such limited measures.

We now need to engage in a wide-ranging effort to evaluate possible options for changing and improving the police performance in regard to emergency medical services (usually abbreviated as EMS). The present picture nationally should be fully surveyed. Consideration should be given to updating and increasing the average officer's knowledge and capabilities, as well as to establishing full-fledged police paramedical units, such as exist in Grand Rapids, Michigan.

(It should be noted that at present the words "paramedic" and "paramedical" do not have fixed, standardized meanings. These terms can refer to personnel with varying amounts of training and with different degrees of legal authority to perform certain acts normally deemed to be within the exclusive province of physicians. See, for example, "State-by-State EMS Survey," *Emergency Product News*, September-October 1976, p. 53.)

The interface between EMS duties and other police functions should be examined, e.g., with respect to Professor Morton Bard's "generalist-specialist" model. Dr. Bard, a psychologist who teaches at the City University of New York, has been a pioneer in developing innovative new approaches to persistent problems in law enforcement. He has concluded that it would be best to have police officers who are trained in various specialties make use of their particular skills when dispatched on relevant "jobs," while performing regular patrol and answering regular calls at other times. This, he believes, will prevent the interpersonal conflicts with other policemen that might arise if they practiced their specialties to the exclusion of normal patrol duties — conflicts that are typified by the tendency of "regular" officers to regard such specialists as juvenile officers and community relations specialists as something less than "real cops." Dr. Bard points out that psychiatrists are similarly regarded by other physicians as not being "real doctors," because they never treat patients with organic diseases.

It should be noted that the police paramedics in Grand Rapids handle standard police work in between EMS duties. See "Medicops to the Rescue," by C. Mark Vasu, M.D., *Emergency Medicine*, February 1975, at p. 83. Dr. Vasu also states that the average response time of most fire department EMS units is seven to eight minutes, whereas the Grand Rapids police units respond within three to five minutes. The police, of course, are able to move faster because they are out on the streets rather than in a station. Dr. Vasu underlines the importance of immediate response by reminding his readers that "if a patient in cardiac arrest isn't resuscitated in about four minutes, he's dead." *Id.* at p. 97.

In addition to the policy questions raised above, such technical matters as the minimum equipment needs for patrol cars should be re-evaluated in the light of contemporary medical progress. And careful attention should be paid to how best to improve police EMS functioning given the constraints of budgetary priorities, problems of patrol force allocation, communications difficulties, and available training time and facilities.

If police are to serve the community effectively, their performance of EMS duties must be at an optimum level, whether or not they provide ambulance and/or optimum level, whether or not they provide ambulance and/or paramedical aid. Police administrators should work together with their EMS counterparts and the local medical society to improve the level of service and bring about greater coordination.

Youth Gang Research Funds Misspent, Urban League Claims

Millions of dollars in public funds have been misspent on the study of youth gang violence because researchers have failed to utilize the expert knowledge of minority-group organizations and gang members, according to officials of the National Urban League.

The officials further charged that the people and institutions paid to produce research have ignored the positive results achieved by and for former gang members because the researchers are unaware of them.

"The Harvards of this country can never solve the problems of the Harlems of this country," said Robert Woodson, director of the league's administration of justice division. "Blacks and other minor-

ities are identified as the perpetrators, but when allocations are made for research, it goes to the white institutions."

Woodson spoke at a news conference that opened a two-day discussion with former gang members, criminologists and others. He directed his charges specifically against a recent study on gang violence conducted by Dr. Walter B. Miller, of the Center for Criminal Justice at the Harvard Law School, under a \$49,000 LEAA grant.

Charging that the research was completed without consulting a single gang member, Woodson contended that such an approach was all too common and was the reason for the failure of programs to address the real problems.

Hostility, Alcohol and Driving Can Be A Lethal Mixture

Continued from Page 4

anti-alcoholic program was based reveal that, although alcoholics as a group are involved in significantly more crashes than the nonalcoholic population, that over-involvement is centered among a minority of alcoholics. Dr. Margaret Clay of the University of Michigan studied the hospital, medical, police, and driving records of clinically identified alcoholics and reported "from a total sample of 1,273 chronic alcoholic drivers 7 percent probably qualify as prime candidates for a traffic safety countermeasures program. The other 1,179, according to their driving records, drive much like the rest of us." Dr. Clay continued, "The evidence at least suggests that our index is measuring a potential for risk-taking behavior which may exist in a person independently of his use of alcohol and which manifests itself as aggressive irresponsibility. Such people may frequently use their cars as weapons rather than as means of transportation. The role of alcohol with such a person may simply be to more readily allow expression of that potential. If our speculation is true, then the high-risk drinking driver may be a very different kind of problem than we thought, and the countermeasures needed to change or control this pathology may be different than those we're currently using."

Drs. Berthold Brenner and Melvin Selzer put it this way: "A study of disturbing events as a factor in accidents, and of alcoholism as a factor in disturbing events, is needed not only to explore where certain types of disturbing events provide one of the mechanisms whereby alcoholism can increase accident risk, but also to determine whether the estimated effect of alcoholism on accident risk is inflated by the effect of disturbing events which are more frequent among alcoholics but which cannot be said to be caused by alcoholism."

Drs. Donald Pelz and Stanley Schuman of the University of Michigan interviewed and studied the records of 1,700 young men and found that it wasn't necessarily young males who drink who were involved in more accidents, nor was it true that those who drank heavily were involved in significantly more accidents, but those who drank heavily and were alienated, hostile, and aggressive. Conversely, if those characteristics were missing they were not overly involved in accidents.

These findings are supported by Shaffer and his colleagues at Johns Hopkins University who compared the characteristics of 50 males killed in auto crashes with a normative population. They found that, although the majority of those killed had been drinking before the fatal crash, social obstreperousness (belligerence, negativism, verbal expansiveness, hyperactivity, and general psychopathology) was a stronger predictor of fatal crash involvement than either the use of alcohol or age.

The Way To Go

The evidence suggests that more research emphasis should be placed on the dissimilarities between drivers convicted of DWI and those who are killed with high BACs. Continued emphasis on the similarities between those groups will only serve to perpetuate present policies, whereas emphasis on the dissimilarities may provide clues as to why present policies on DWI enforcement are not working.

One thing is certain; not all heavy drinkers are high risk drivers, but drinkers who are also alienated, hostile, and aggressive or experiencing some transient traumatic life

event are. In other words, it is not alcohol, per se, that creates high risk drivers, but alcohol in addition to other characteristics or conditions. It is also noteworthy that those other characteristics or conditions lead to high risk driving with or without alcohol. This suggests that, rather than alcohol causing the aberrant behavior, the misuse of alcohol may be one manifestation of a larger pattern of deviant behavior.

This raises the question as to what new approaches might be used by the police and the courts. For starters, it suggests that those who are arrested for DWI after high speed chases and/or those who are obnoxious, argumentative, and fighting when arrested be treated differently from the majority of DWIs who are polite, cooperative, docile, and come to the attention of police by gentle weaving on the road or who were involved in minor collisions.

This also suggests that in those jurisdictions where a court-oriented rehab program is in operation or contemplated, special attention be given to the 5 to 20 percent of convicted DWIs who elect not to take the course or, once having agreed to take it, fail to complete it satisfactorily. This suggestion is based on the premise that those antisocial characteristics most likely to be found in serious and fatal crashes would be similar to characteristics that would lead them to shun society's efforts to rehabilitate them.

Only when it is recognized that such differences among drinkers exist and that it is not alcohol alone that leads to crash involvement, will the DWI enforcement program begin to have an impact.

References

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1. A critical evaluation of the literature on "alcohol-involvement" in highway deaths. *Accident Analysis and Prevention*, Vol. 6, No. 2, 1974.
2. Mass arrests for impaired driving may not prevent fatal crashes. In *Proc. 6th International Conference on Alcohol, Drugs and Traffic Safety*. Addiction Research Foundation, Toronto, Sept. 8-13, 1974.
3. Alcoholics (per se) do not kill. In *proc. 31st International Congress on Alcoholism and Drug Dependence*, Bangkok, Thailand, (in press).
4. Are we over-emphasizing the alcohol factor in traffic crashes? *Traffic Safety*, Vol. 75, No. 3, March 1975.
5. All alcoholics are high risk drivers: A myth. *J. Traffic Safety Education*, Vol. XXIII, No. 2, January 1976.

(The above article is reprinted with permission from *Trial* magazine.)

Florida Appeals Court to Decide Grand Jury Gambling Indictments

The fate of more than a thousand Florida gambling law charges will be decided by a state appeals court due to a jurisdictional dispute involving a statewide grand jury.

State Attorney General Robert Shevin recently asked the Third District Court of Appeals to overturn the wholesale dismissal of grand jury indictments by Dade County circuit court judges.

Shevin contended that the dismissals of most of the 1,368 gambling indictments would make the Florida jury a "toothless tiger."

Recent Additions to the Criminal Justice Library

Continued from Page 11

of the person and his environment, Toch is able to explain: "Human failure is not a syllogism, a logical consequence of excessive pressure of insufficient stamina. It is a multifactorial cumulative sequence, which comprises a person's changing circumstances, perceptions, expectations and requirements for survival." Elsewhere Toch goes on to point out that for prisoners to maintain their psychological balance and not reach the point of crisis requires that they receive some assistance from the environment:

"Coping requires tools: at minimum, it requires tolerance for a man's moods, and constructive responses to his self-interventions. . . A milieu which is stressful can minimize its crisis potential by making allowance for human problems. It must tolerate irrationality, provide activity and outlets for tension, modulate solitude and permit social support. . . In short, men with problems require coping resources. A guard who classifies himself as purely custodial, or an inmate who disclaims responsibility for his fellows, is abrogating elementary social obligations."

It would be a serious oversight not to mention the extensive body of data and research that Toch, whose study includes more than 600 cases, shares with his reader. In his effort to classify prisoner breakdowns and to present a comprehensive typology of such events, Toch develops a conceptual model comprising the dominant psychological themes that emerge from his data as well as the identifiable areas in which such thematic stress manifests itself.

Regarding the psychological themes, Toch specifies the most dominant as those prisoner concerns with feelings of impotence, fear, and the need for support. Regarding the areas in which these concerns manifest themselves, Toch identifies prisoner difficulties in adjusting to situational and contextual pressures, problems with self-perception, i.e., those having to do with doubts about personal and social ade-

quacy, and finally difficulties with impulse management, i.e., those stemming from conflicts about feelings and impulses. Toch explains ". . . that the dilemmas of our subjects seem to be issues of mastery over fate, the capacity to stand up under pressure and dependence. These issues. . . represent existential questions running through crises of every kind in every setting." He then devotes the major part of his book to an examination of how these problems serve to precipitate self-destructive behavior among prisoners.

Although these types of problems and crises are widespread among inmates, it is obvious that not all prisoners commit acts of self-injury, or attempt suicide. Toch, whose research reveals that certain types of prisoners are more likely than others to have breakdowns, provides fifteen pages of tables containing data related to such factors as age, sex, ethnicity, and previous experience with drugs.

After establishing these classifications in the first part of the book, Toch presents several moving chapters devoted to "psychological autopsies" and case studies of individual inmates. These highly readable chapters would be of interest to correction officials as well as to the general public, while the concluding chapters, containing recommendations regarding crisis prevention measures and crisis intervention and management approaches, would be of particular interest to prison administrators.

In these final chapters Toch recommends a more complete utilization of prison resources in crisis intervention including the better use of selected prisoner peer groups, non-professional staff, and correction officers. He concludes his work by schematizing his observations and recommendations with a final typology of crises in which each crisis is identified along with such relevant factors as appropriate intervention agents, goals and methods.

In short, *Men In Crisis* confirms the view that a systematic approach to the study of the complexities of human break-

down which sharply focuses on the transactions between individuals and their environment can yield new and important insights regarding their causes and possible cures. Toch's research and his list of valuable suggestions and recommendations should raise the future level of discourse on prison reform while also providing practitioners with intervention models that can be implemented and tested at the present time.

-Jack Zlotnick

Psychiatry and the Criminal: A Guide to Psychiatric Examinations for the Criminal Courts. By John M. MacDonald, M.D. Charles C. Thomas, Publisher. Springfield, IL, 1976. 3d Edition. 501 Pp. \$28.50.

The increasing use of the plea of insanity in the criminal courts in recent years provides the impetus for this third edition of a monumental book which will be of value to law enforcement personnel as well as to the mental health professional or lawyer. Dr. MacDonald, a professor of psychiatry at the University of Colorado, discusses in lucid terms the whole panoply of crime and the criminal, and their relationship to the forensic psychiatrist.

While basically a teaching tool and guide to psychiatric examinations for the courts, the book covers the spectrum of criminology: origins of criminal behavior, alcohol-

ism and drug abuse, narcoanalysis, simulation of mental disease, sex offenses, confessions and the concept of punishment. A review of this length cannot do justice to what undoubtedly will be the standard text for years to come.

The author paints a fair picture of the forensic psychiatrist "it would be wrong to regard all criminals as being mentally ill, yet much criminality has psychological roots." The psychological aspects of various crimes - homicide and assault, robbery, extortion and kidnapping, burglary and larceny-theft, sex offenses, arson and bombing, and check crimes - are explored extensively. Practical chapters for the psychiatrist include "The Psychiatric Report" and "The Psychiatrist on the Witness Stand;" useful appendices illustrate the "Case History Outline" and "Court's Instruction to Expert Witness."

The chapter on treatment and punishment should be read and reread for its philosophical and historical perspective on the concepts of criminality in modern society. *Psychiatry and the Criminal* fulfills adequately the author's purpose: "to provide a practical guide to the psychiatric examination of the suspected criminal." It is a book that both the police department library and the legal and psychiatric practitioner will profit from.

-Daniel P. King

Establish Institute to Promote CJ Education in High Schools

An institute designed to encourage New York City high schools to offer courses in criminal justice education and to provide training for secondary school teachers to teach the subject has been established by the City University's John Jay College of Criminal Justice.

The Institute for Legal and Criminal Justice Education in Secondary schools will be directed by John Jay Professor Edward Shaughnessy. "During the school year we hope to extend our services to and enlist the cooperation of a great many public and private high schools in the city," he said. In addition to training teachers, the project's other activities are "workshops and seminars, the acquisition and sharing of instructional resources, student internships, and a newsletter."

Shaughnessy contended that there is a strong vocational motivation for the project, noting that career opportunities in criminal justice related fields are increasing. "Private industry is hiring more and more security personnel and investigators," he declared. "Cuts in police and corrections staffs are not likely to be tolerated much longer."

The institute's director said that high school criminal justice courses could

increase student awareness of history, anthropology and "a broad array of social problems." He added that "CJ-related courses can deepen the understanding and concern of students about civil liberties and due process."

New York State Education Commissioner Ewald B. Nyquist recently predicted that the "biggest curriculum change in the next decade" will be in "citizenship education, morals education, values education or law-related education - whichever you prefer."

The National Organization of Black Law Enforcement Executives has also urged American high schools to offer courses in criminal and social justice.

Shaughnessy is seeking more concrete support from those interested in the project. "We eagerly welcome contributions from teachers and there will be added to the resources," he said. "By replacing wasteful duplication and anxious grouping with cooperative effort we can all promote this vital new development in secondary education."

The program is funded by a State Education Department grant through the city's Board of Education and Board of Higher Education.

New Publications from the Criminal Justice Center

The following publications are now available from the Criminal Justice Center of John Jay College of Criminal Justice.

Evidence Technician Program Manual _____ # of Copies
By Joseph L. Peterson and James H. Jones \$2.95

This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. The authors discuss five important aspects of developing an effective evidence technician program, including: selection and training of personnel, the physical resources needed for the processing of crime scenes, optimal organizational structures, effective field operations, and guidelines for developing meaningful evaluations. (89 pp.)

Guide to Library Research in Public Administration _____ # of Copies
By Antony E. Simpson \$4.95

This book was especially written for graduate students, undergraduates, faculty and organizationally-based researchers, engaged in research in public administration. It also includes material likely to be of considerable value to students in other specialties within the social sciences.

The major sources and reference tools which provide access to the literature of the field are cited and described and are discussed in the context of an overall library search strategy designed to solve any given research problem. (210 pp.)

Grants and Grantsmanship _____ # of Copies
By Robert E. Gaensslen and Allanna Sullivan \$.75

For many organizations, seeking external funding is becoming a matter of prime concern. Because of the present economic crunch, the programs and services of agencies are being cut and modified. Therefore "grantsmanship" is fast becoming a necessary skill. To help inform those in the criminal justice field of the intricacies involved in acquiring a grant, the Criminal Justice Center at John Jay College has reprinted "Grants and Grantsmanship," a three-part series published in LAW ENFORCEMENT NEWS (16 pp.)

Basic Legal Research in the John Jay College of Criminal Justice Library

By Antony E. Simpson _____ # of Copies
\$1.50

Written to meet the particular needs of the John Jay College student body, this booklet presents discussion and descriptions of selected bibliographic sources appropriate for legal research involving federal, New York State and New York City law. Such tools as citators, digests and encyclopedias are discussed in depth. The booklet provides a valuable and concise introduction to legal bibliography and standard techniques of legal research. (42 pp.)

Please send me the publications checked above. Enclosed is my payment of \$ _____

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Make checks payable to the Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019.

Current Job Openings in the Criminal Justice System

Police Chief. Pinole, California (pop. 15,400) is seeking a police chief. Candidate must be a college graduate or have completed junior college curriculum in police science and have post-adv. certificate. A minimum of six years municipal law enforcement experience with three years in supervisory capacity is necessary.

The salary range is \$22,920-\$29,076, depending upon experience. Send applications to: Personnel Office, 2131 Pear Street, Pinole, California 94564. Telephone: (415) 758-4334.

Chief of Police. Kansas City, Missouri's Board of Police Commissioners is soliciting applications for the position of police chief. Requirements at the time of appointment include not more than 60 years of age; at least five years of executive experience in a governmental police agency; certification of good physical condition by a surgeon or physician; be a citizen of the United States and be, or become, a citizen of Missouri and a resident of Kansas City.

The position, which has a salary range of \$27,540 to \$37,896 will be selected by the Board solely on the basis of executive and administrative qualifications and demonstrated knowledge of police science and administration with special reference to actual experience in law enforcement leadership.

Applications may be obtained from Wayne H. Hoecker, Secretary/Attorney, Board of Police Commissioners, 1125 Locust St., Kansas City, MO 64106. Filing deadline is December 3, 1976.

Chief of Police. Beloit, Wisconsin, a stateline community of 36,000, is seeking a highly trained person who will provide strong leadership and is capable of directing a modern professional police force and effectively carrying out a sound community relations program.

Successful candidate will be responsible for complete program of police administration and law enforcement services in a department of 65 sworn officers and 32 civilian personnel.

Requirements: college-level training in law enforcement of criminal justice or related experience; minimum of ten years of progressively responsible law enforcement experience and demonstrated supervisory and administrative ability.

Present salary range is \$19,607 to \$23,832 and includes a full range of fringe benefits. Current budget is \$1,303,000. Send current resume, including salary history to: Personnel Director, City of Beloit, 220 West Grand Ave., Beloit, Wisconsin 53511. Apply before November 30, 1976.

Chief of Police. For Fort Pierce, Florida. Population 33,000, 112 police employees. operating budget of approximately \$1,500,000. Requires strong leadership. Responsible for operation of department under general direction of the city manager.

Candidates should have extensive knowledge of police administration and methods; considerable knowledge of scientific methods of crime detection, criminal identification, types and uses of firearms, communications, and automotive equipment used in modern police work. College-level training in law enforcement administration and considerable previous command experience preferred.

Salary range, \$16,266-\$23,067, including excellent fringe benefits. Apply by resume to: Charles Jackson, City Manager's Office, City of Fort Pierce, P.O. Box 1480, Fort Pierce, Florida 33450.

Chief of Police. Fallsburg, a rural-resort community in southern Catskill region of New York with a year-round population of 8,000, is seeking a police chief with a minimum of seven years experience, preferably in a small, rural town police department. Special emphasis will be placed on traffic control, crime prevention, and public safety. Innovative, cost-conscious, assertive professional needed.

Salary is open and it includes fringe benefits. Reply with resume, in confidence, to: James D. Holzhauer, Town of Fallsburg, Town Hall, South Fallsburg, New York 12779.

Deputy Sheriffs. The Arapahoe County Sheriff's Department is accepting applications for patrol officer and jail officer positions. Preferred requirements: 21 to 35 years

of age, 5'7" to 6'4" in height, weight comparable to height, in good general health, some college and law enforcement experience. Reasonable preferred requirement waivers will be considered on an individual basis. Salary range starts at \$813 per month; good fringe benefits. Additional salary compensation may be made for experienced entering employees.

Write to: Personnel Recruitment Unit, Arapahoe County Sheriff's Department, 5686 South Court Place, Littleton, Colorado 80120 or telephone (303) 798-8381.

Questioned Document Analysts. The United States Postal Inspection Service is accepting applications for qualified questioned document analysts. Applications are also being accepted from persons with college degrees who are interested in QD trainee positions.

For further information, write: Director Gordon R. Stanghor, Crime Laboratory, U.S. Postal Inspection Service, Room 1P-920, 475 L'Enfant Plaza West, S.W., Washington, D.C. 20260. Telephone: (202) 245-4487.

Executive Director. The National Association of Criminal Justice Planning Directors has received a grant from LEAA to formulate a methodology to develop and implement criminal justice standards and goals at the local level. The grant award is for \$77,710. The Executive Committee is now seeking a professional administrator to fill the position of Executive Director for the Association and implement the grant. The project will be located in the Washington, D.C. area.

The following represents the minimum qualifications for the position: Bachelors degree in planning, public administration, social science or closely related field. Minimum three years experience in criminal justice planning with supervisory responsibilities. Experience working with professional associations at the national level highly desirable but not required.

Salary is negotiable based upon experience and qualifications. Interested persons should submit their resumes to Gary K. Pence, Chairperson, National Association of Criminal Justice Planning Directors, 316 North Michigan Street, 8th Floor, Toledo, Ohio 43624.

Director, School of Criminal Justice. Michigan State University is offering a senior level appointment to an applicant who holds a Ph.D. or equivalent. Other requirements include college level teaching experience.

Effective date of appointment not later than September, 1977. Applications, vita, qualifications and three names and addresses of references should be forwarded to: Dr. Terence Dungworth, Chairperson, Director's Search Committee, School of Criminal Justice, Michigan State University, East Lansing, Michigan 48824.

Faculty Positions. American University anticipates that it will have some teaching positions open for 1977-78. Rank and salary is negotiable. Applicants must have doctorate with research capability and teaching experience in their chosen area of specialization. Specialists in police and corrections are most desirable, however, others are invited to apply.

Vita and letters of recommendation must be sent by January 1, 1977 to: Professor Richard Myren, Center for Administration of Justice, American University, Washington, D.C. 20016.

Traffic Instructor. For the Iowa Law Enforcement Academy in Johnston, Iowa. To administer and conduct traffic-related training programs for the Academy. Must have completed two years of education at an accredited college or university. A minimum of five years of active law enforcement experience, including accident investigation training, is required.

Salary range: \$14,066 to \$19,292. Send resume to: John F. Callaghan, Director, Iowa Law Enforcement Academy, P.O. Box 130, Camp Dodge, Johnston, Iowa 50131. Telephone: (515) 278-9357.

Faculty Positions. Western Illinois University in Macomb is seeking two applicants to fill faculty positions. Position I starts during the winter quarter 1976 or the spring quarter 1977. Doctorate or ABD in criminology or sociology with major emphasis in criminology. Prior experience in criminal justice and/or teaching also preferable. Responsibilities primarily in graduate seminars

in criminal justice and the supervision of graduate thesis proposals; some responsibilities in teaching undergraduate courses in juvenile delinquency and special problems in criminal justice may be available.

Position II starts in the fall quarter of 1977. Doctorate or ABD in management sciences/public administration. Prior criminal justice experience and/or collegiate teaching also preferable. Responsibilities primarily in graduate courses in law enforcement organization and management; some responsibilities in teaching at undergraduate level.

Rank and salary for both positions is dependent upon academic and/or professional experience. Vita and letters of reference should be submitted by November 29, 1976, for position I and by March 1, 1977 for position II.

Write to: John J. Conrad, Chairperson, Department of Law Enforcement Administration, Western Illinois University, Stipes Hall 518, Macomb, Illinois 61455.

Institutional Security Director. Responsible for developing, implementing and maintaining comprehensive program of law enforcement, security and safety at rapidly growing state university located in Washington, D.C. metropolitan area. Appointee will be responsible for administering as well as planning a Department of Security and Safety. Minimum of five years degree desired.

Salary \$14,328 plus benefits. Employment to begin as soon as possible. Submit resume and names of three references before December 10 to Director of Personnel, George Mason University, 4400 University Drive, Fairfax, Virginia 22030.

Chairperson, Department of Criminal Justice Studies. Kent State University is seeking a Chairperson for the Criminal Justice Studies Department, beginning September 16, 1977. The Department has 13 full-time and 18 part-time faculty serving more than 800 undergraduate majors on eight campuses; a graduate program is pending final approval for implementation in Fall, 1977. Chairperson will have primary responsibility for continual graduate and undergraduate program development, faculty recruiting and department administration.

Qualifications: earned doctorate, demonstrated collegiate administrative experience and teaching, experience and research in the field of law enforcement or closely related fields, as well as graduate-level teaching, theses direction, and academic and student affairs management.

Salary and rank dependent upon qualifications and experience. Submit vitae and supporting documentation indicating possession of qualifications before January 31, 1977 to: Dr. Milton E. Wilson, Chairperson, Search Committee, Department of Criminal Justice Studies, 111 Bowman Hall, Kent State Univ., Kent, Ohio 44242.

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December 12-17, 1976. Institute for Juvenile Justice Management. To be held in Denver, Colorado. For juvenile court administrators and other juvenile court supervisory personnel. Information can be obtained from: Ted Rubin, Director for Juvenile Justice, 1405 Curtis Street, Suite 1800, Denver, CO 80202. (303) 534-3063.

December 16-18, 1976. Fourth Annual Conference of Region One of the National Black Police Association. To be held at the Stevensville Country Club in Swan Lake, New York. Hosted by the Guardians Association Foundation. For accommodation price list and reservation information, contact: Clem Harris, NBPA Region One, 1219 Union Street, Brooklyn, NY 11225. (212) 467-2063.

January 3-14, 1977. Management Seminar on Terrorism. Presented by the New Jersey State Police at the Sea Girt Training Center. The objectives of the program are to update and improve present techniques, methods and procedures regarding the handling of civil disorder and terrorist acts. Transportation costs will be funded in full, and all meals and lodging will be provided. A detailed brochure and registration form can be obtained from: Terrorism and Civil Disorder Seminar, State Police Training Center, Sea Girt, NJ 08750.

January 9-14, 1977. Prosecutor's Office Administrator Course. To be held in Houston, Texas. Designed to provide general instruction in basic and intermediate areas of criminal law which are of importance to all prosecutors. For further information, contact: Registrar, National College of District Attorneys, College of Law, University of Houston, Houston, TX 77004. (713) 749-1571.

January 9-14, 1977. Advanced Organized Crime Workshop. To be held in Memphis, Tennessee by the National College of District Attorneys. For mailing address, see above.

January 10-13, 1977. Training Course: Development of Computer Capability in Local Law Enforcement Agencies. Presented by IACP's Technical and Research Services Divisions. To be held in Las Vegas, Nevada. The course is prepared for administrative officers from local law enforcement and criminal justice agencies considering development of com-

Upcoming Events

puter capability. Tuition: \$275.00. For further information and registration, contact: Allen L. Pearson, Research Consultant, International Association of Chiefs of Police, Eleven Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922. Ext. 268 or 261.

January 10-14, 1977. Sex Crimes Seminar. Presented by the Florida Institute for Law Enforcement. Tuition: \$100.00. Inquiries should be sent to: Robert B. Tegarden, Director, Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

January 10-21, 1977. Basic Police Management Course. To be presented by the Center for Criminal Justice Training of Indiana University. Tuition for the 10 day course is \$375.00. For complete details and enrollment form contact: Center For Criminal Justice Training, Indiana University, School of Public and Environmental Affairs, Harrison Building, Suite 502, 143 W. Market Street, Indianapolis, IN 46204.

January 17-21, 1977. Jail Administration Course. Presented by the Center for Criminal Justice Training. Tuition: \$175.00. For complete information, see above.

January 19-21, 1977. Crime Analysis Course. To be held in Los Angeles, California. The three-day program takes an in-depth look at recent crime analysis development, the collection and interpretation of data, and strategies for implementing an effective crime analysis unit. Tuition: \$225.00. For details, write: Michael E. O'Neill, Vice President, Theorem Institute, 1737 North First Street, Suite 590, San Jose, CA 95121.

January 24-26, 1977. Vice and organized Crime Seminar. Tuition for this three

day short course has been set at \$100.00. For further information, see January 10-14, 1977.

January 30-February 4, 1977. Prosecutors Investigators School. To be held in Detroit, Michigan. Further details can be obtained by consulting January 9-14, 1977.

February 6-10, 1977. Fourth National Conference on Juvenile Justice. Sponsored by the National Council of Juvenile Court Judges and the National District Attorneys Association. To be held at the Los Angeles Bonaventure. Conference topics include the Role of Police with Juvenile Gangs, Handling the Disruptive Student, and Comparative Juvenile Justice Systems in Other Countries. Tuition: \$160.00. Lodging is available at the Bonaventure: \$29.00 - single; \$39.00 - double. For complete information, write to: Institute Director, National Council of Juvenile Court Judges, Post Office Box 8000, University of Nevada at Reno, Reno, NV 89507.

February 7-11, 1977. Seminar: Law Enforcement Records Systems for Small Departments. Presented by Indiana University's Center for Criminal Justice Training. To be held in Atlanta, Georgia. Tuition for this five-day course is \$200.00. For more information, consult: January 10-21, 1977.

February 7-11, 1977. Basic Fingerprint Course. Presented by the Florida Institute for Law Enforcement. Tuition: \$15.00. For complete information, see: January 10-14, 1977.

February 7-18, 1977. Management Seminar on Terrorism. For details, see: January 3-14, 1977.

February 13-17, 1977. Trial Techniques Seminar. Presented by the National Col-

lege of District Attorneys. To be held in Salt Lake City, Utah. For more information, consult January 9-14, 1977.

February 14-18, 1977. Workshop: Organization and Management of Multi-Agency Narcotic (MAN) Units. To be held in Columbus, Ohio by the International Association of Police Chiefs' Professional Development Division. Details about the workshop can be obtained from Ray Garza, Police Management and Operations Divisions, IACP, 11 Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922.

February 14-18, 1977. Advanced Latent Fingerprint Course. Presented by the Florida Institute for Law Enforcement. Mailing address can be obtained by consulting January 10-14, 1977.

February 16-18, 1977. Rape Investigation Course. To be presented by Theorem Institute in Atlanta, Georgia. The syllabus focuses on procedures and practices for rape investigations. Tuition: \$225.00. For the institute's address, see: January 19-21, 1977.

February 21-22, 1977. Security and Privacy Course. To be held in Los Angeles, California. The two-day course is designed for all criminal justice agency personnel who are concerned with privacy and security issues. Tuition: \$155.00. For mailing address, consult: January 19-21, 1977.

February 28-March 11, 1977. Management Seminar on Terrorism. For more details, consult: January 3-14, 1977.

March 7-10, 1977. Training Course: Development of Computer Capability in Local Law Enforcement Agencies. To be held in New Orleans, Louisiana by the International Assn. of Chiefs of Police. For details, see January 10-13, 1977.

March 7-11, 1977. Seminar on Homicide and Major Crime Scene Investigation. To be held at Del Webb's Towne House Hotel in Phoenix, Arizona. The course provides mid-career training for the experienced homicide investigator. The seminar fee of \$200.00 includes tuition and all required study and reference materials. For more information, contact George Burnett, Special Programs Supervisor, Traffic Institute, Northwestern University, 405 Church Street, Evanston, IL 60204. (312) 492-7242.

Locating Criminal Justice Organizations, Agencies & Personnel

Continued from Page 11
Delinquency, 1976.

Federal, state, county, and city agencies; includes addresses, names of administrators, and size of operating staff.

Social Service

Directory of Federal Juvenile Delinquency and Related Youth Development Programs. Washington, Law Enforcement Assistance Administration, 1973.

Names, addresses, and telephone numbers of regional, state, and area people to contact for information on programs.

Directory of Social and Health Agencies of New York City. New York, Columbia University Press, 1975.

Information about public and voluntary welfare and health agencies serving New York City - addresses, phone numbers, names of executive officers, and a description of each agency's services.

Mental Health Directory 1975. Rockville, Maryland, National Institute of Mental Health, 1975.

Mental health facilities of the United States - public and private mental hospitals, psychiatric services in general hospitals, residential treatment centers for emotionally disturbed children, outpatient psychiatric clinics, community mental health centers, etc. Addresses, phone numbers, type of service offered. Narcotics and Drug Abuse A to Z. Compiled by Kurt J. Guggenheimer. Queens Village, New York, Social Service Publications, 1971. Updated monthly.

The "Who's Who" section of this handbook contains names and addresses of medical and program directors of drug treatment facilities, and of persons responsible for organizing and coordinating drug addiction programs on local, state, and federal levels.

National Directory of Child Abuse Services and Information. 1st edition. Chicago, National Committee for the Prevention of Child Abuse, 1974.

Lists agencies by state and city, with

address and program description.

National Directory of Private Social Agencies. Compiled by Helga B. Croner. Flushing, New York, Social Service Publications, 1964. Updated monthly.

Gives address and type of service offered for each of 10,000 private social agencies in the United States.

Government Officials

The Federal Directory. 3rd edition. Washington, Consolidated Directories Incorporated, 1975.

Personnel listings, addresses and phone numbers for all Washington, D.C.-based Federal government agencies and their regional offices throughout the nation. The Municipal Year Book. Chicago, International City Manager's Association, 1976.

Municipal officials, including police and fire chiefs. No personal addresses are given, but the municipal phone number is included.

New York City Official Directory. New York, 1975.

Referred to as "The Green Book." Associations

Encyclopedia of Associations. Detroit, Gale Research Co., 1973. Three volumes.

A guide to national and international nonprofit organizations. Addresses, phone numbers, chief officials and titled, and much descriptive information.

Directory of British Associations. Croyden, England, C.B.D. Research Limited, 1974.

Addresses only, does not include directors' names.

Directory of European Associations. Detroit, Gale Research Company, 1971-1975. Two volumes.

Addresses and descriptive information for each association.

Prominent People

Who's Who Directories provide addresses for their listees. Besides the well-known Who's Who in America, there are several specialized ones. For example, Who's Who of American Women and Who's Who in Government.

New Products For Law Enforcement

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor. Nothing contained herein should be understood to imply the endorsement of Law Enforcement News.

CONCEALED HOLSTER — Designed to fit close to the body for maximum concealment and quick draw, Bucheimer's Concealer Holster is now available fully lined with top quality siliconized leather.

The holster enables the wearer to carry a gun for long periods in comfort and safety. It features a high ride design which pre-



vents the gun from hanging up when sitting or riding and is fitted with a hammer protection guard that prevents wear and tear on clothing and keeps the gun in place.

Made for all popular double action revolvers and automatics, the Concealer fits belts up to 1½ inches. It can be ordered fully lined or unlined and is available in plain or weave, russet or black.

For complete information, write to the J.M. Bucheimer Company, Airport Road, Frederick, MD 21701.

CONSUMER FRAUD FILM — Charles S. MacCrone Productions has produced a 16mm, color/sound film which humorously explores the five common consumer

frauds.

Entitled "Consumer Con Capers," the 23-minute movie portrays the market-place pitfalls encountered by the easily-deceived "Gulley" family in a comic strip setting.

Taking the viewing audience through the typical target cons to which the average consumer is exposed, the film discusses bait and switch tactics, home improvement tip-offs, door-to-door fixer frauds, home money making schemes and easy credit installment cons.

Designed as a theme opener for meetings, seminars and panel discussions, "Consumer Con Capers" is available as a single 23-minute film for \$325.00, or it can be purchased as a set of five separate five-minute segments for \$395.00.

For preview, purchase or rental information, contact: Charles S. MacCrone Productions, 8048 Soquel Drive, Aptos, California 95003. Telephone: (408) 688-1040.

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WARNING LIGHT— A new rotating warning light, the "Super Fire Ball," has been introduced by the Signal Division of Federal Signal Corporation. Equipped with a halogen lamp for improved warning capability and a stronger magnetic mount for greater holding power, the 12V unit uses just 4.5 amps, but still allows the highly polished parabolic reflector inside the light to rotate at 90 rpm. The durable plastic dome is available in either red, blue, amber or clear, making the light adaptable to nearly any warning need.

For further information on the light, contact: Federal Signal Corporation, Signal Division, 136th and Western Avenue, Blue Island, IL 60406.

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BURDEN'S BEAT

By ORDWAY P. BURDEN

What's In Store For LEAA?

The latest chapter in the continuing saga of the Law Enforcement Assistance Administration's role in the criminal justice system was unfolded recently not in LEAA offices but in a joint meeting of the House and Senate in Washington. Ripples from that conference committee will eventually reach most law enforcement and criminal justice agencies in the country, including those on a county or municipal level.

The bicameral conference approved legislation insuring the existence of the Law Enforcement Assistance Administration for another three years and laying the groundwork for major Congressional review of the agency's effectiveness. LEAA, as you know, is a special section of the Department of Justice.

Committee chairman Peter Rodino, Democratic representative from New Jersey, called the bill an "important step forward in making LEAA an efficient and workable agency dedicated to making improvements in the criminal justice system and to aiding state and local governments in their war against crime."

As approved by the committee, the bill would:

¶ Create with LEAA an office of community anti-crime assistance to encourage and aid community-based crime fighting programs. Such programs would include escorts for elderly persons and the involvement of the clergy and other citizens in activities with juveniles. The bill would also provide for program grants.

¶ Give urban areas with populations of more than 250,000 authority to plan their own anti-crime programs and seek federal funds.

¶ Establish a 10-year term for the director of the Federal Bureau of Investigation, including current Director Clarence Kelley.

¶ Provide \$10 million in grants to assist state attorney generals in enforcement of anti-trust laws.

¶ Strengthen civil rights requirements to prevent discrimination on the basis of race, sex, religion or national origin by recipients of LEAA funds.

¶ Direct the LEAA to study the relationship between drug abuse and crime and to report to Congress on the effectiveness of anti-drug programs.

That's quite a tall order, but the Law Enforcement Assistance Administration was created in response to a large problem.

The law enforcement assistance concept started in 1966 as an experimental program by several of the Kennedy Administration people as the Office of Law Enforcement Assistance. By 1968 the project had a budget of \$7 million from the Justice Department and was further encouraged by the Omnibus Crime Control and Safe Streets Act.

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Since the publication in 1967 of that famous report, "The Challenge of Crime in a Free Society," written by the Katzenbach Commission in response to the skyrocketing crime rate, \$4 billion has been spent by the federal government to help local law enforcement.

But crime still appears to be on the rise, although at a slower rate. In many ways, the creation of the Law Enforcement Assistance Administration was a typical American solution to a problem — we spent money, and lots of it. And the situation did not go away or even ameliorate. As Donald Santarelli, former head of the Law Enforcement Assistance Administration, has explained to me, "As a society we are over-expectant of solutions to our problems and unwilling to fight some of the hard battles that are necessary for results — so we take what often appears the cheap, but is usually the more expensive, way out." Santarelli was counsel to the House Judiciary Committee in 1967-68 when the statute giving life to LEAA was enacted. According to him, the LEAA represented traditional, progressive-liberal thinking in America. It was an experiment on the federal level designed to try to curb crime by beefing up the local instruments of control, the courts, the police, the prosecution, and defense.

Now that it has been proven that money alone is not the answer, LEAA is trying a different tack and applying its resources more selectively. There is a very encouraging new program, an LEAA funded project in 18 pilot cities which attempts to identify "career criminals" or repeat offenders.

Since studies suggest that from 50 to 80 percent of all serious offenses are committed by repeat offenders, the career criminal program aims to sort these people out, try them, and if they are found guilty, lock them up for a good, long time.

In Columbus, Ohio, where the program is now being tried, the number of violent crimes fell more than 17 percent during the first five months of 1976. Another pilot city, New Orleans, showed an eight percent drop in a six month period.

Of course, it is too early to say definitely how effective this program will prove to be — already there are complaints from many quarters that identifying a habitual offender on the court calendar is a violation of his constitutional rights — but I think it is an impressive step in the right direction.

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Ordway P. Burden invites correspondence to his office at 651 Colonial Boulevard, Westwood P.O., Washington Township, New Jersey 07675.

COMING UP IN LAW ENFORCEMENT NEWS

An Interview with Winston-Salem, North Carolina,
Chief of Public Safety Norman Pomrenke

More of the Symposium on European Policing

Police and Crisis Intervention